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January 8, 1932 to July 8, 1934

A Report to

HIS HONOR, ANGELO J. ROSSI

Mayor of San Francisco

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TWO AND A HALF YEARS OF CIVIL SERVICE UNDER THE "NEW" CHARTER

January 8, 1932 to July 8, 1934

Prepared at the direction of the

CIVIL SERVICE COMMISSION

151 City Hall

San Francisco, Calif.

HARRY K. WOLFF, President

WM. P. McCABE, Commissioner

HOWARD M. McKINLEY, Commissioner

JAS. J. MAHER, Chief Examiner and Secretary

Compiled by

WM. L. HENDERSON, Personnel Expert of the Civil Service Commission

and

L. A. LANDREVILLE, Asst. Personnel Expert

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September 12, 1934.

To His Honor, Mayor Angelo J. Rossi,
City Hall, San Francisco.

My dear Mr. Mayor:

We transmit herewith a report on the activities of the Civil Service Commission for the two and a half years of our operations under the present Charter.

You are aware of the many spectacular changes in municipal governmental organization and operation imposed by provisions of the Charter under which we have functioned since January 8, 1932. This Charter set up the "Strong Mayor" type of government; it provided for unhampered control of finances and of budgeted expenditures by a Controller appointed by the Mayor, and placed the City on a strictly cash basis; it placed all utilities under the jurisdiction of a Public Utilities Commission, the members of which are also appointed by the Mayor; purely administrative departments were placed under a Chief Administrative Officer appointed by the Mayor; many officers heretofore elective are now subject to appointment from Civil Service lists; the Board of Supervisors, smaller in number, is solely a legislative body. These are some of the more outstanding changes.

The present Charter also enlarged the scope of duties of the Civil Service Commission and gave to this Commission greater powers to enforce its rulings and compliance with the Civil Service provisions. It involved many fundamental changes in our rules and our procedure. Much work was required to effect these changes.

Some twenty-seven million dollars of the tax payers' money is spent yearly by the City and County of San Francisco for payrolls. The recruiting of employees to perform these services, the efficiency and competency of these employes, and the certification of payrolls are, in a large measure, the responsibility of the Civil Service Commission. We are the employment and personnel department of the City government. We believe it proper that we give you an accounting of the manner in which these responsibilities have been discharged.

This is not the conventional, statistical type of report. The efficiency, loyalty and integrity of the public service are matters of supreme importance; more so now than ever before. The policies and the methods used to maintain and improve the standards of this service should be of general knowledge. We have, therefore, attempted to present something that will interest the citizens of this community and others who are concerned with this phase of government, as well as the Chief Executive of the City and County.

Respectfully submitted,
CIVIL SERVICE COMMISSION
OF SAN FRANCISCO,

HARRY K. WOLFF, President,
WM. P. McCABE, Commissioner,
HOWARD M. McKINLEY, Commissioner.

FOREWORD

On July 8, 1934, the present Freeholders Charter of the City and County of San Francisco had been in effect two and one-half years.

That charter to a very large degree broadened the scope of duties and responsibilities of the Civil Service Commission. It imposed new duties and responsibilities. It strengthened the Civil Service provisions and made possible a better and more effective operation of the merit system in the San Francisco municipal service.

Now, after two and one-half years, we take stock. In this report summarizing the work and activities of the Civil Service Commission since January 8, 1932, we propose to appraise the results of our operations. These two and one-half years and the year immediately prior to the installation of the present charter have indeed been busy years for the Civil Service Commission. The fundamental structure of Civil Service has been revamped and reorganized. These far-reaching changes have entailed a vast amount of research and study.

The Civil Service Commission is charged with various duties and responsibilities. In one respect or another the Civil Service Commission exercises control over every employment in the City and County. In the spring of 1934 there were a total of 12,565 positions in the Municipal Government; under the charter some are subject to both salary standardization and Civil Service, some are subject to salary standardization but not to Civil Service, others are subject to Civil Service but not to salary standardization, still others are exempt from both Civil Service and salary standardization. Payrolls, however, for all employments of every department of the City and County Government whether subject to Civil Service or salary standardization must be submitted to the Civil Service Commission for checking and approval before being paid.

We would be remiss if we failed to acknowledge the splendid support we have had from Mayor Angelo J. Rossi in our efforts to carry out the letter and the spirit of Civil Service. Mayor Rossi, who fully appreciates the value of the merit system to the community, has insisted on the strict enforcement of the Civil Service provisions and he has never hesitated to give us his whole-hearted support when the need arose.

Many provisions of the present charter require almost constant contact with the controller's office. We have had the close co-operation of Controller Leonard S. Leavy in these contacts and the spirit of friendly co-operation existing between the two departments has been most helpful.

We express our appreciation to the employes and officials of the City and County for their co-operation. On many of the questions that come before this Commission there is room for honest differences of opinion and on several occasions these differences have been frankly expressed and debated. The Commission has welcomed, in fact, invited such expressions and discussions. Our deliberations have benefitted by the arguments and the information advanced. Although it has not been possible always to reach a meeting of minds, we have recognized that those who have urged a point of view different from our own have been actuated, in most instances, by sincere motives. Therefore, we have unfailingly given their arguments our most earnest consideration.

The assistance and the advice of Mr. James J. Maher, Chief Examiner and Secretary of the Civil Service Commission, have been of inestimable value to us in dealing with the many involved problems of policy and procedure that have confronted us during this difficult period. We have made full use of the knowledge and experience he has gained during 35 years of loyal service to the San Francisco Civil Service Commission.

We also express to each member of the staff of the Civil Service Commission our sincere appreciation for the loyalty, efficiency and support that each of them has evidenced.

CIVIL SERVICE COMMISSION OF THE
CITY AND COUNTY OF SAN FRANCISCO.

HARRY K. WOLFF, President,
WM. P. McCABE, Commissioner,
HOWARD M. McKINLEY, Commissioner.

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CHAPTER I.

CHANGES IN CHARTER PROVISIONS GOVERNING CIVIL SERVICE

When it is decided to establish the merit system, or Civil Service, in a governmental jurisdiction, it is most desirable that the Civil Service provisions be incorporated in the organic law of that political unit—in the charter in the case of the City, in the constitution in the case of the State. In this way the Civil Service principle is established by the will of the electorate and may only be changed by the direct vote of the people themselves. This makes for a more stabilized and secure Civil Service and removes the merit system from the possibility of political reprisal.

The merit system is written into the organic law of San Francisco. This was the first governmental organization west of Chicago to adopt the merit system. Civil Service laws were incorporated in the Freeholders Charter of 1900. The provisions of the charter were substantially similar to the laws governing the Chicago Civil Service. Although these represented perhaps the best thought of the times on the subject, it soon became apparent that some revisions were needed to make the merit system most effective in San Francisco.

The Honorable James D. Phelan, then Mayor of San Francisco, and later United States Senator, was an enthusiastic "Civil Service reformer," as advocates of the merit system were then called. The adoption of Civil Service provisions in that charter by the voters of San Francisco is attributed very largely to his strong and aggressive support.

The 1900 charter brought the majority of the departments of the City and County governments under Civil Service. There were, however, many positions in each of the departments brought under Civil Service that were exempted by special provision. It is of particular interest to note that the occupants of positions made subject to Civil Service, except policemen and firemen, were not blanketed into Civil Service status but were required to compete for their positions in examinations. In the case of policemen and firemen the charter provided that the members of these departments were to be blanketed into their positions.

The first Civil Service examination held was for copyists in the County clerk's and recorder's offices. Only about 6 of the 35 occupants of these positions qualified for appointment and as a result litigation was commenced on behalf of these unsuccessful employes. The courts finally held that under the constitutional provision governing City charters a consolidated City and County did not have the power to provide for the method of appointment of employes in County offices. This excluded the offices of the assessor, coroner, County clerk, recorder and sheriff from the jurisdiction of Civil Service.

In 1911 a constitutional amendment was adopted giving a city and county the power to provide for the method of appointment of employes of County offices and this amendment was made retroactive to cover such cities and counties as had provided the method for such appointments in its charter. Subsequently, in 1913 a charter amendment was adopted blanketing in employes of County offices who had been in their respective positions for one year or more.

The interest aroused when this constitutional amendment was under discussion prompted various proposals for revision of the San Francisco Civil Service provisions and at the general election in 1911 no less than 9 of the original 20 Civil Service sections of the charter were amended. Other sections of the original Civil Service laws were amended at later elections. In addition to these amendments of existing sections three new sections were added during the life of the 1900 charter—one in 1919 dealing with the rights of employes and eligibles mustered into the armed forces of the United States, one in 1921 providing for certain preferential credits to veterans in Civil Service examinations, and another in 1924 providing for standardization of salaries.

In several respects the merit system has been greatly strengthened in San Francisco under the present new charter, principally in that the Civil Service Commission has been provided the authority and the mechanics of control. The more important changes in Civil Service provisions of the present charter are discussed in this chapter.

EXTENSION OF CLASSIFIED SERVICE

The former charter specified the departments that were to be subject to Civil Service and specifically exempted many positions in these departments. The present charter provides that all positions in all departments that may be created by ordinance, charter or State law, where the compensation is paid by the City and County, shall be subject to Civil Service and shall be filled from lists of eligibles established by examination held by the Civil Service Commission except, (1) positions in which attorneys and physicians are employed in their professional capacity to perform only the duties of their profession but not including administrative or executive positions for which professional status constitutes only a part of the classification therefor; (2) positions for inmate, institutional, or part-time help where the gross compensation is less than $80 per month; (3) positions outside the City and County on construction work when such positions are exempted on order of the Civil Service Commission; (4) temporary positions requiring expert qualifications when such positions are exempted by order of the Civil Service Commission; and (5) such other positions that are specifically exempted by other provisions of the charter. The exemptions specified under items 3 and 4 were not included in the charter when it became effective on January 8, 1932, but were added by an amendment effective January 12, 1933. The number of positions specifically exempted by these provisions is much less than the number exempted under the former charter.

The following departments formerly exempted were made subject to Civil Service under the present charter: Adult probation, horticultural inspection, public administrator, juvenile court, juvenile detention home, mayor's office, Hetch Hetchy power operative, and the recreation department. Bringing these departments under Civil Service, together with restrictions on specifically exempted positions in the various departments brought a little more than 400 positions under Civil Service that were formerly exempt and extended the classified service to that extent. One of the most striking changes in this respect is that provision placing several heretofore elective officers under Civil Service. These are coroner, County clerk, public administrator, recorder, and tax collector.

At the present time there still remain several departments outside of Civil Service. These include the offices of the city attorney, the district attorney, public defender, the Palace of the Legion of Honor, law library, deYoung Museum, park department, superior court, public library, airport, and teaching staff of the board of education, although the board of education and the board of library trustees have established their own system of examination for qualifying applicants. In addition, the Civil Service Commission under charter provisions has exempted construction forces outside the City and County.

CLASSIFICATION OF POSITIONS SOLELY THE RESPONSIBILITY OF THE CIVIL SERVICE COMMISSION.

Under the former charter the board of supervisors had final authority over the classification of duties in so far as these related to salary standards. The present charter places this responsibility entirely with the Civil Service Commission. The classification of duties and positions is peculiarly a function of the personnel agency of the government. The disadvantage and inconsistency of placing this responsibility with the board of supervisors, or, jointly with the board of supervisors and the Civil Service Commission, are obvious. In many cases the distinctions between the duties of two positions or of two classes may be finely drawn and the proper classification of duties or the positions requires a fine discrimination based on a thorough and intimate knowledge of the classification structure. This knowledge can only be acquired by the agency which is constantly in touch with these matters, which means the Civil Service Commission, as it is charged with the responsibility of developing and administering the classification plan.

CERTIFICATION OF PERSON HIGHEST ON THE LIST OF ELIGIBLES.

In many jurisdictions the principles of the merit system are largely nullified by a provision that the Civil Service Commission shall certify the names of three persons

highest on the list of eligibles and the appointing officer may select his choice from among the three. Through this procedure the person who has demonstrated his superiority in the examination may never secure a position in the service, while persons below him on the list are given appointments. Under the former San Francisco charter the Civil Service Commission was given this power of certifying the three highest eligibles, but the Commission long ago ceased to exercise this authority and certified only the name of the highest eligible. This provision for the certification of three names is still frequently found in Civil Service laws of other jurisdictions, but our present charter makes it mandatory that the person highest on the list shall be certified and appointed to the position.

EMERGENCY NON-CIVIL SERVICE APPOINTMENTS.

Another common defect of many Civil Service laws is the failure to place a limit on the employment of non-Civil Service employes in positions subject to Civil Service when no list of eligibles exists. Under former conditions such employments in the San Francisco service were allowed to continue over long periods of time, in some cases for years. It was not the fault or the choice of the Civil Service Commission. The Commission was given neither the funds nor the organization to hold the necessary examinations. The present charter provides that such emergency non-Civil Service appointments shall not exceed 90 days and that when such an appointment is authorized the Civil Service Commission shall immediately hold an examination and establish a list of eligibles for the position. It further provides that no person shall be paid more than 90 days' salary in any fiscal year under any such emergency appointment or appointments. The Civil Service Commission has strictly enforced these provisions.

MANDATORY APPROPRIATIONS FOR EXAMINATIONS.

Foreseeing the possibility of an unfriendly administration or board of supervisors that might refuse the Civil Service Commission sufficient funds to hold the examinations required of it, the Freeholders wrote into the charter a provision that if sufficient funds were not appropriated to the Civil Service Commission to meet the cost of a necessary examination, the Civil Service Commission shall notify the mayor of that fact and advise him of the estimated cost thereof and the mayor shall recommend a supplemental appropriation to the board of supervisors and the board of supervisors shall make the necessary supplemental appropriation.

It has not, of course, been necessary to exercise this power. Mayor Rossi has approved our requests for the necessary funds and the board of supervisors has appropriated sufficient funds for our work. The Civil Service Commission, recognizing the need for the utmost economy in public business, has used every effort to keep the cost of its operations at the lowest possible amount. However, we found it necessary to enlarge our staff because of the increased work and manifold responsibilities imposed on us by the new charter. Consequently, during the fiscal year 1931-32 we requested and received a supplemental appropriation which enabled us to add two positions to our permanent staff and to employ additional special examiners and clerical services temporarily as needed.

PROHIBITION OF POLITICAL ACTIVITIES.

The present charter prohibits any Civil Service appointee or any eligible on a Civil Service list from engaging in active participation in City and County politics relative to the election or appointment of public officials, and declares such activities on the part of Civil Service eligibles and employes to be subversive of the best interest of the merit system. Such eligibles or employes are not permitted to take active part in political campaigns in City and County politics, nor to participate in soliciting votes or levying, contributing, or soliciting funds or support for the purpose of advancing or hindering the candidacy of any person for any City or County office. Violation of this provision is declared to be an act of insubordination and as such is cause for suspension or dismissal or if an eligible is involved he may be removed from the list of eligibles. This prohibition, however, covers only City and County offices and does not prohibit activities for or against candidates for State or Federal office. The charter

also provides that any appointive officer or employe—and this includes Civil Service employes—who shall become a candidate for any elective office shall immediately forfeit his appointive position. These restrictions are much more stringent than those in the former charter, which prohibited political activity only by members of the police and fire departments.

THE NAMES OF ELIGIBLES REMAINING ON LISTS SHALL BE REMOVED AFTER FOUR YEARS

The present charter wisely provides that the Civil Service Commission may remove all names remaining on a list of eligibles after two years and further that all names shall be removed at the expiration of four years. Under the former charter there was no limitation and frequently, because of lack of funds to hold another examination, lists were allowed to run for as long as 15 years or until all names thereon were certified for appointment. The chief benefit to be derived from the new provision is the likelihood of persons of superior qualifications being appointed to positions because under the present provision after a list has been in effect four years, another examination is held and subsequent appointments are made from the top of the new list rather than from the bottom of the former list. This provision also gives the citizens and residents of San Francisco the privilege of more frequent opportunities to enter the public service.

LEAVES OF ABSENCE TO TAKE POSITIONS OUTSIDE CITY AND COUNTY SERVICE LIMITED TO SIX MONTHS.

The former charter authorized the granting of leaves of absence for the purpose of taking positions outside the City and County to one year. However, such leaves could be extended from year to year on the request of the employe and approval of the department head. This procedure resulted in many employes taking leaves of absence to accept other employment and continuing in such employment for several years while retaining all the time the right to return to their Civil Service position with the City and County. The present charter limits leaves for this purpose to a total of six months.

Under this provision several former employes have forfeited their Civil Service status because of their failure to resume their Civil Service positions at the expiration of the period of leave granted them under the new charter. Leaves for the purpose of leaving the City and County or for accepting appointment in the City and County service to another position where the duties are not related to the employe's Civil Service position, are also limited tc six months. We believe these provisions are sound and reasonable although isolated cases may arise where apparent injustices will result through the enforcement of this wise, mandatory provision.

PROVISION GOVERNING PREFERENTIAL CREDITS TO VETERANS.

In 1921 a charter amendment was ratified which provided certain preferential credits in examination to persons who had served in the Army, Navy, or Marine Corps of the United States in time of war, or in any expedition of armed forces of the United States. A prior amendment effective in 1919 had protected the status and rights of employes and eligibles mustered into the Army or Navy after the declaration of war with Germany, and provided that such persons should resume their positions or their eligibility after demobilization. The 1921 amendment established preferentials in favor of veterans that went far beyond those provided in the present charter. That amendment was adopted as the armies were being demobilized and the purpose was to aid these returned soldiers in their efforts to return to civilian life.

It provided that in entrance examinations to the police and fire departments veterans who had served in the armed forces at least three months and who established their eligibility by attaining the passing mark, should be appointed ahead of all nonveterans on the list of eligibles, and that the order of appointment of these veterans would be in the relative order of the individual ratings attained. This special preference automatically expired on January 21, 1926, or five years after the ratification of the amendment.

Another important preferential to veterans was set up in a provision that in examinations for artisans or journeymen in which credits were allowed for experience as artisan or journeyman, the time served by veterans in the armed forces should be credited as such journeyman or artisan experience whether the service involved journeyman work or otherwise. This provision also automatically expired on January 21, 1926.

It was also provided that in all entrance examinations except police and fire departments, the veterans who established their eligibility on lists who had had 30 days or more service and the widows of such veterans, would be allowed an additional credit of 5%. In promotional examinations veterans or the widows of veterans were to be allowed an additional credit of 3%; ties were to be decided in favor of veterans. These credits might be used every time the veteran or the widow of a veteran participated in an examination.

This latter provision continued up to the effective date of the present charter and in our opinion was eminently fair under the circumstances at the time voted by the people. It would have been unjust to withhold these preferences. These special considerations were designed solely to assist the veterans and widows of veterans in re-entering civilian life. After the great bulk of these men had been reabsorbed in private life, it was proper that the special considerations be curtailed.

When the present charter was adopted it was provided that veterans and widows of veterans were to be allowed an additional 5% in entrance examinations and 3% in promotive examinations after establishing their eligibility. These credits may be used in not more than one entrance examination and in not more than one promotional examination. The Civil Service Commission may allow a veteran who has suffered permanent disability in line of duty, a special credit of not less than 10% under certain conditions, but this special credit has been claimed very infrequently. Because these credits must be claimed before the examination many veterans lost the benefits of the credits when their grades plus the credits placed them too low on the list to be reached for appointment.

CONSIDERATION OF APPEALS LIMITED TO THE WRITTEN RECORDS.

The present charter clearly defines the procedure to govern the consideration by the Civil Service Commission of appeals of employes in cases of dismissal after serving their probationary period, and limits consideration by the Civil Service Commission to the written record or to such other written evidence as the Commission may request. In such cases the employe may appeal to the Civil Service Commission within 30 days for review of the decision of the appointing officer. The present charter provides "the appeal and all proceedings shall be in writing and shall briefly state the grounds therefor. The Civil Service Commission shall examine into the case and may require the appointing officer to furnish a record of the hearing and may require in writing any additional evidence it deems material and may, thereupon, make such decision as it deems just." The decision of the Civil Service Commission on such appeals is final.

Formerly, arguments and examinations on appeals could be made orally and invariably these oral examinations proved embarrassing to either appellant or respondent and possibly had the effect of deterring justifiable action by the appointing officer in some cases. The present provision we consider a distinct advantage and improvement.

MISCELLANEOUS.

There were several other changes in present charter provisions that made possible more adequate control of Civil Service provisions. It is not possible to go into detail regarding all these. It will be interesting to note some of the more important. They are:

(a) A provision that gives the Civil Service Commission power to determine whether a position is temporary or in fact permanent, which authority we did not formerly have, being required formerly to certify as requested by the department heads. In the past some departments have maintained positions for years under temporary recertifications. Inasmuch as the position was designated by the appointing officer as a temporary one, it frequently happened that the person highest on the list would

waive the appointment and it would then go to a person lower on the list, whereas the eligible highest on the list may have accepted had he known the true facts.

(b) No provision was made specifically for temporary appointments in the former charter, although the Civil Service Commission, deeming such provision necessary, provided by rule for such temporary appointments. This lack of specific charter provision has been made the basis of recent litigation and in the adjudication of this litigation the courts have held that under certain circumstances and conditions persons who served under the former charter for six months or more under a temporary appointment acquired permanent status if the position was continuously maintained. The present charter specifically authorizes such temporary appointments and this matter is now clarified.

(c) Under a charter amendment effective January 12, 1933, the board of supervisors by a three-fourths vote may declare an emergency due to unemployment, and in that event the Civil Service Commission may exempt from Civil Service all positions created specifically by special appropriation to deal with such unemployment emergency. This provision was suggested by Mr. James J. Maher, Chief Examiner and Secretary of this Commission, before the need for such authority developed. It was fortunate that he foresaw the possibility of the need for such authority, because in September of 1933 under Federal regulation the entire organization of the Citizens Emergency Relief Committee, numbering in excess of 1000 employments, took status as employments under the City and County. Under the authority of this charter amendment the board of supervisors declared the emergency and the Civil Service Commission thereupon exempted the positions from Civil Service. The Citizens Emergency Relief Committee was then able to bring over its organization intact. Practically all of these employes except technically trained social workers, had been taken from the ranks of the unemployed and were paid salaries of less than $100 per month. Had the Citizens Committee been forced to discharge these employes and employ Civil Service eligibles, the relief program would have been seriously disrupted for a time and the Civil Service Commission would have been faced with the necessity for holding a large number of additional examinations. Furthermore, it is probable that most of the employes dismissed would have returned to the relief rolls from which they had been taken.

These are the more important changes in the organic Civil Service laws. We have not mentioned all of them. The Civil Service Commission has considered it advisable to propose amendments to two of the Civil Service provisions of the present charter and these two amendments were approved and became effective in January, 1933.

In another chapter of this report we shall discuss the desirability of other amendments to be proposed. With the exception of these matters that are discussed in Chapter XI, we believe the present charter contains all the elements for an effective and virile Civil Service in San Francisco. These necessary elements are: (1) a sound classification plan administered solely by the Civil Service Commission as a basis for examination, and for salary standardization; (2) a minimum number of exempt positions; (3) provisions for practical, free and competitive examinations; (4) provision for approval of all payrolls; (5) certification of person highest on list; (6) provision that persons are appointed subject to a six months probation period; (7) judgment of Civil Service Commission on appeals from dismissal are final and appeals and all proceedings relating thereto shall be written; (8) prohibition of political activity; and above all (9) a centralized control to assure the unhampered operation of the merit system and the elimination of various abuses possible under lax laws. When salary standardization is made effective the mechanics of Civil Service procedure will be complete.

CHAPTER II.

WORK PRELIMINARY TO INSTALLATION OF PRESENT CHARTER.

Several months before the effective date of the charter, His Honor, Mayor Angelo J. Rossi, appointed a Mayor's Committee on Charter Installation. Mayor Rossi outlined the work of this committee as "to consider and make recommendations to me regard-

ing the preliminary steps that can be taken before January 8, 1932, to insure the least possible delay and confusion when the new charter goes into effect."

This committee was composed of Lewis F. Byington, chairman; Francis V. Keesling, Leo A. Cunningham, C. Harold Caulfield, John H. McCallum, Arthur W. Brouillet, and Adolph Uhl, of the board of freeholders, and Leonard S. Leavy, John J. O'Toole, Benning Wentworth, Fred Bullock, and Wm. H. Nanry. Through this committee Mayor Rossi was able to co-ordinate the work of the various departments and officials in the task of preparing their departments for the installation of the new charter.

Of all the departments of the City government, the City Attorney's office and the Civil Service Commission undoubtedly carried the greatest burden in the work of preparation. Recognizing this, Chairman Byington (who was also at the time president of the Civil Service Commission) in July, 1931, appointed a sub-committee to cooperate with the Civil Service Commission in clearing the matters with which it had to deal. This sub-committee was composed of Messrs. Keesling, Cunningham, Bullock and Nanry, and for the following several months the Civil Service Commission, its staff and the committee were in constant contact on the many problems confronting us. When the recommendations of the Civil Service Commission were prepared and completed on the various matters, these were submitted to the mayor's committee on charter installation for consideration and transmitted to Mayor Rossi, who, after his approval, forwarded the matters to the board of supervisors for action. Later, the board of supervisors appointed a Supervisors' Committee on Charter Installation composed of Supervisors Gallagher, chairman, and Hayden, Colman, Miles, and Peyser. This committee after hearings and consideration introduced and expedited the passage of all legislation necessary to put into effect the new charter. The work of the Civil Service Commission in these respects covered a wide range of subjects and required the concentrated attention of most of our staff and of the Commission from the middle of the summer of 1931 to and beyond January 8, 1932. It is not possible to mention all of these but some of the more important will be reviewed briefly.

REVISION OF CLASSIFICATION.

The first task of the Civil Service Commission was to revise and bring up to date the classification of duties which had been prepared by the Civil Service Commission in 1927-28 and 29, and which covered something in excess of 10,000 positions. This classification was totally different from the existing or former classification and had been adopted by the board of supervisors on April 29, 1929, as a basis for salary standardization. The board of supervisors had failed to adopt the salary standards prepared by the Civil Service Commission. The Civil Service Commission adopted the new classification for examination purposes on November 17, 1930, but the former classification continued to be used for all other purposes.

The new charter required that these new classification titles be used on all payrolls, salary ordinances and other official documents. An all inclusive salary ordinance, enumerating all positions in the City and County service in conformity with the new classification titles, was required to be adopted by the board of supervisors on or before January 8, 1932. This ordinance which was the means of legally creating and establishing employments in the municipal service was to serve as basis of authorization and approval of payrolls. As it was desirable that the board of supervisors adopt this ordinance in advance of January 8, 1932, it was necessary that all positions be retitled by the board of supervisors.

Inasmuch as nearly two years had elapsed since the new classification was prepared, it was essential that it be brought up to date so that the new salary ordinance would accurately reflect the proper classification of the various positions.

Several months were spent by the Civil Service Commission in rechecking the duties of the employments in the departments. This involved field investigations and interviews with employes and department heads. Upon completion of this survey the Civil Service Commission adopted the necessary changes of allocation of positions and

the necessary amendments to the classification. We then submitted to the Mayor's Committee on Charter Installation two proposed resolutions, one, retitling all positions enumerated in the 1931-32 budget to conform to new classification titles; and two, another resolution retitling all non-budgeted positions to conform to the new classification titles. These proposed resolutions retitled some 10,000 positions and became effective on November 16, 1931, and December 11, 1931, respectively, upon adoption by the board of supervisors and approval by Mayor Rossi.

PREPARATION OF FIRST SALARY ORDINANCE.

This retitling of positions by the board of supervisors as recommended by the Civil Service Commission opened the way for the preparation of the first "all inclusive" salary ordinances as required under the charter. This ordinance was prepared and drafted by the staff of the Civil Service Commission and submitted by us to the Mayor's Committee on Charter Installation. For the first time in the history of the municipal government every employment in every department of the government was enumerated in one ordinance in which these employments were created and established. When completed the ordinance authorized and established approximately 14,000 positions and fixed the salary or wage rate therefor.

The principal difficulties met with were caused by the fact that under the former charter the budget appropriations of several departments were allocated in lump sums, that is, employments and rates of pay were not specified. These departments were Palace of the Legion of Honor, board of education, deYoung Museum, park, library, Hetch Hetchy construction, Hetch Hetchy power operative, municipal railway, San Francisco airport, auditorium, recreation, and retirement system, and in these departments there existed some 7500 positions. Also, in departments that were partially budgeted (such as the bureau of engineering, street repair and building repair) and certain other departments presumed to be completely budgeted, we found about 500 positions that were not included in the 1931-32 budget. The compensations of some of these employments were paid from special appropriations or bond funds, others were paid from appropriations for materials and supplies and never appeared on payrolls. In fact, it was not until after January 8, 1932, that all of these employments were traced down, classified and included in the annual salary ordinance. Thus of a total of 14,000 positions in the municipal service only about 6000 were specifically designated and listed in the last budget under the former charter (1931-32). The first salary ordinance was adopted by the board of supervisors on January 6, 1932, and approved by Mayor Rossi January 13, 1932. The salary ordinance procedure permits of an absolute control of personal service expenditures. No new positions may be created without proper and legal procedure and no position that becomes vacant may be filled without proper authority. This control was not possible under the former charter.

"EMPLOYES BLANKETED INTO" CIVIL SERVICE STATUS.

Many positions in various departments and several entire departments were exempt from Civil Service under the former charter but were made subject thereto under the new charter. The new charter provided that persons in these positions who had served in such positions for one year prior to January 8, 1932, were to be blanketed into their positions, provided they had the necessary residential and citizenship qualifications, and should thereby acquire Civil Service status in their respective positions as if appointed thereto from a list of eligibles established by examination. It was therefore necessary for the Civil Service Commission to secure a complete employment record of persons in these positions that had been exempt from Civil Service and were then made subject to Civil Service, so that we could determine if they were entitled to Civil Service status in their positions under the provisions of the charter. When these employment records were received from the various departments, bearing in each case the certification as to accuracy by the department head, these records were analyzed and in some instances rechecked to clear up doubtful cases. Of the more than 400 positions brought under Civil Service that had been exempt theretofore, the occupants of about 350 of these positions acquired Civil Service status through provi-

sions of the charter. The occupants of 50 or 60 of the positions did not have the required year of prior service or lacked the necessary citizenship qualifications, and did not acquire Civil Service status. Appropriate resolutions declaring the Civil Service status of these 350 employes, were adopted by the Civil Service Commission in accordance with the charter provision. Some 2000 positions in the Hetch Hetchy construction forces were exempt from Civil Service under the former charter but through an oversight the exemption was omitted when drafting the present charter. At the fall election in the following November, an amendment was submitted and approved by the people giving the Civil Service Commission the power to exempt such positions from Civil Service. Until this charter amendment was passed the question of administration of Civil Service among this constantly diminishing group of construction workers engaged on work outside the city caused considerable confusion, and in the meantime it was necessary to complete our records by securing from this group of construction employes all the data that we required from the other groups in order to determine their rights and status should the positions continue subject to Civil Service. However, when the November, 1932 amendment was ratified the Commission exempted all these construction employments from Civil Service.

AUTOMATIC TRANSFER OF PERSONNEL.

Various sections of the new charter provided for the transfer of functions then handled by one department to another existing or newly created department. It was necessary for the Civil Service Commission to determine which employes were engaged on such functions and to make the necessary transfer of personnel. In other instances entire departments were transferred from one jurisdiction to another and it was necessary for the Commission to formally transfer the personnel of such departments. Among the departments transferred were the Hetch Hetchy construction, Hetch Hetchy power operative, and municipal railway, which were transferred from the jurisdiction of the board of public works to the public utilities commission. The municipal airport was transferred from the jurisdiction of a supervisors' committee to the public utilities commission; the auditorium was transferred from the jurisdiction of the board of supervisors to the real estate department.

The centralization of garages and shops involved the transfer of functions and personnel from various departments such as the board of public works, the park department, fire department and the health department among others. Ordinances adopted by the board of supervisors under provisions of the charter, affecting the centralization of payroll procedure and centralization of accounts, involved transfer by us of personnel to the controller's office from the board of health, board of education, municipal railway, board of public works, park department and others. Centralization of purchase order procedure under an ordinance adopted by the board of supervisors in pursuance of the provision of the new charter involved transfer of personnel from various departments to the purchaser of supplies and controller's office. Other miscellaneous provisions of the charter necessitated transfer of functions and personnel. One was the transfer of the telephone exchange from the board of supervisors to the director of public works. The acquisition and control of real estate was transferred from the board of public works to a new department called the real estate department.

Not all these matters were cleared before January 8th, but the bulk of the transfers in so far as the Civil Service records and status were concerned, were made effective on January 15, 1932, although the physical transfer of individuals did not occur in some cases until later. In other cases the physical transfer has not even yet been effected, notably centralization of shops and garages because the building has not been constructed. Reports and recommendations on all these transfers both under the charter direct and under ordinances adopted pursuant to provisions of the charter by the board of supervisors, were submitted by this Commission to the Mayor's Committee on Charter Installation for their information.

The status of some of the persons involved in these transfers was the cause of considerable discussion between members of the committee, Civil Service Commission and the city attorney's office. For instance, the park department had been exempt

from Civil Service and was continued as an exempt department under the new charter. However, the provisions of the new charter providing for the centralization of shops and garages and the ordinance of the board of supervisors providing for the centralization of payrolls involved the transfer of duties performed by certain employes of the park department to the purchaser or to the controller. The question naturally arose as to whether the new charter blanketed into Civil Service status the employes of an exempt department that continued exempt under the new charter, when the functions performed by that employe were transferred to a department subject to Civil Service. On the advice of the city attorney, concurred in by the Mayor's Committee on Charter Installation, the Civil Service Commission held that inasmuch as these employes could not refuse to be transferred if the duties they were performing were transferred, and further that such transfer of duties was made either by direct provision of the charter or ordinance adopted pursuant thereto, their employment in such positions should not be taken away from them if they had been performing such duties for one year, and, therefore, these persons were held to be blanketed into their positions.

EXAMINATIONS.

Under the former charter emergency appointments of non-Civil Service appointees pending examinations, could continue indefinitely. There had been a large number of these emergency appointments allowed pending examinations which could not be held because of lack of funds and these had been continued for varying lengths of time. The new charter places a limit of 90 days on such appointments and provides further that no person may be compensated for service under such an emergency appointment for more than 90 days in any fiscal year. On April 8th those who were under such emergency appointments when the new charter became effective had completed their 90 days service. In order to obviate disruptions in service in the departments in which these emergency appointments existed, the Civil Service Commission secured a larger appropriation of funds and scheduled a large number of examinations in those classifications in which emergency appointments had been allowed. During the 8 months prior to April 8, 1932, the Civil Service Commission completed and established lists of eligibles for 165 classifications. Although we were not able to complete examinations in every classification where these emergency appointments had been allowed, there were but very few remaining uncompleted on April 8, 1932. The Civil Service Commission used every effort to complete every one of these examinations but it was physically impossible to complete the great mass of work. The Commission used its best judgment in scheduling these examinations to the end that the least possible inconvenience would result from the unavoidable delay in completing all of these examinations before April 8, 1932.

MISCELLANEOUS.

It is impossible to detail all of the many matters covered by the Civil Service Commission before the installation of the new charter. We concentrated our efforts on completing those matters that were required to be completed prior to the installation of the new charter. Other matters just as important which could be carried over until after January 8th were put aside in the effort to complete those assignments on which time limits were placed by charter provision. The matters that were delayed included a very important resolution defining and fixing the status and rights of incumbents who were appointed under the former classification and were then working under the titles of the new classification. Among other matters was the preparation of a new rule governing leaves of absence on account of sickness. Others were the reorganization of rules of the Civil Service Commission to conform to the new charter provisions, reorganization of records system of the Civil Service Commission to facilitate payroll checking and other operations, investigating and recommendations of rates of pay for salary standardization and for work done under contract for the City. All these were initiated prior to January 8, 1932, most have been completed since and a few others are still in process.

We were very much pleased to receive a formal expression of appreciation from the Mayor's Committee on Charter Installation as evidenced by the following excerpt from the proceedings of the meeting of that committee held on November 10, 1931:

> "Mr. Keesling remarked the vast amount of work that had fallen on the Civil Service Commission incident to the installation of the new charter, and on motion duly made, seconded and adopted, the Mayor's Committee on Charter Installation expressed its appreciation to the staff of the Civil Service Commission for its splendid co-operation and the manner in which it has handled the work requested of it."

CHAPTER III.

REVISION OF RULES OF THE CIVIL SERVICE COMMISSION.

When the present charter became effective it was necessary that the existing rules of the Civil Service Commission be revised to conform to new charter provisions.

The work of revising these rules was one of the most important tasks that faced the Commission. We had first the recommendations of our staff. After these had been considered by the Commission, the various employe organizations, department heads and individual employes were invited to submit suggestions and criticisms. These were considered and in many instances our tentative decisions were altered to meet these suggestions. Finally after several months study these new rules were adopted on February 1, 1933. They were printed and distributed to all departments for the information and guidance of all employes and departments. The work of the commission in the transaction of its routine business was greatly facilitated thereafter.

Several of these new rules set up very different bases for handling some personnel activities. The new rule to govern "holdover" rights and privileges is a case in point. A "holdover" now is an employe who has satisfactorily served his probationary period of six months in a permanent position and has been laid off because of lack of work, lack of funds or for purposes of retrenchment. In such situations under our present rule the employe retains his right to return to his position when and if it is resumed. If, however, he prefers to transfer to a permanent position of the same class in another department, he may do so by relinquishing his rights in his former department. He then enters the new department as a new employe and his seniority therein dates from the time he transfers. If he chooses to retain his status and await a resumption of his original position he is, in the meanwhile, given preference over the current list for his class for calls for temporary service in departments other than his own. This rule is more liberal than the former rule in that the former rule required one year's service before a person acquired "holdover" status. These privileges are based on the theory that an employe, who has acquired a permanent status in one department through faithful and efficient service, should be given prior rights over persons on a list of eligibles who have never served the city and he is therefore entitled to preference over such eligibles when filling vacancies in the same class in other departments.

Another case in point is the "transfer" rule. Under the former rule, when two or more employes requested transfer to the same position, preference was determined by examination standing regardless of relative seniority of the employe. Under the present rule, in such cases, seniority governs.

Two important rules have not yet been completed. We prepared, and after numerous hearings, adopted a rule to govern vacations. However, the City Attorney ruled that we had exceeded our authority. The present charter provides, "Every person employed in the City and County service shall, after one year's service, be allowed a vacation with pay of two calendar weeks, annually, as long as he continues in his employment." There appears no basis for confusion or lack of understanding of this provision, but experience soon developed the fact that even such concise language as this is subject to varying interpretations. Among the questions that arose were these: Is an employe who has been regularly employed in part-time service for one year or more entitled to vacation? In view of the reference to "two calendar weeks," may an employe begin his vacation on any day but Sunday if the exigencies of the service make it undesirable that he start his vacation on Sunday? Does the

phrase "after one year's service" mean that twelve months must intervene between each annual vacation? Does the word "annually" mean fiscal or calendar year? What constitutes "one year's service" in the case of monthly men, 6 day per week per diem men, 5 day per week per diem men? In computing "one year's service" should time spent on leave of absence without pay, sick leave with or without pay due to illness or leave granted on account of disability or injury received in line of duty be included? These were only a few of the questions propounded. The need for uniformity and clarification became so pressing that the matter was reopened with the City Attorney with a view to drafting a rule that would go as far as our powers permit. This is now in process.

The other is a rule and a proposed ordinance to govern sick leave. This is also still under consideration. The charter provides that the granting of sick leaves shall be governed by ordinance of the board of supervisors and rule of the Civil Service Commission. The Civil Service Commission secured information and copies of sick leave regulation from a large number of State, County and Municipal governments and from various departments of the Federal government, and after analyzing this data prepared a tentative draft of a rule and ordinance to govern the granting of sick leave. This was also submitted to departments and employes for suggestions and reaction. Because it was not possible to obtain any general unanimity of opinion, it was finally necessary to delay the recommendation for an ordinance for a time and in the interim a temporary rule has been adopted requiring the departments to file with the Civil Service Commission a complete report of all sick leaves with or without pay when the leave extends beyond 6 days.

Other than these two matters our revised rules provide the method and procedure to govern all the normal and routine phases of Civil Service administration and conform in every respect to present charter provisions.

CHAPTER IV.

CLASSIFICATION OF POSITIONS.

A proper classification of positions is necessary in order that various phases of the personnel relationship such as examinations, certifications, promotions, lay-offs, transfers, and salary schedules, may be administered in an orderly and equitable manner. It is the keystone of effective personnel administration. The present classification which was adopted by the Civil Service Commission on November 17, 1930, consists of 645 different classes. These classes are grouped into 22 main divisions or services such as clerical, engineering, nursing, police, etc., according to general type of service. These divisions or services are further grouped into sub-divisions. Each sub-division includes one or more classes and these sub-divisions in general indicate normal lines of promotion from the lower to the higher classes of the sub-division.

The new charter provides that the Civil Service Commission shall classify all places of employment and that such classification shall be in accordance with the duties and responsibilities of the employment and the training and experience required for the performance of the duties to the end that all positions involving similar duties and responsibilities shall be included in the same class. In another section the present charter provides that all positions in all departments and offices of the City and County including those created by laws of the State of California where the compensation is paid by the City and County, shall be included in the classified Civil Service of the City and County, with the exception of certain specified exemptions.

When the present charter became effective in January, 1932 these exemptions were, (1) positions in which attorneys and physicians are employed in their professional capacity; (2) inmate or institutional help or part-time services where the compensation is less than $80 per month; and (3) such positions as were specifically exempted from Civil Service by various provisions of the charter. The Freeholders apparently overlooked two other necessary exemptions. These were, persons employed in temporary positions requiring expert qualifications, and, second, persons employed outside the City and County on construction work being performed by the City and County. Both these types of employment were exempted from Civil Service

under the former charter and experience under the new charter quickly proved the necessity for continuing the exemption. Consequently, the Civil Service Commission proposed to the board of supervisors an amendment to Section 142 whereby these additional exemptions would be authorized. The board submitted the amendment to the voters at the November, 1932, election, with the result that the charter amendment was approved.

The advantage of the present charter provision over the former charter in the matter of Civil Service exemptions is briefly this: The new charter makes all positions subject to Civil Service except those specifically exempted, whereas the former charter specified the departments and positions that should be subject to Civil Service. The present charter is therefore more inclusive and much more definite in this respect than that of the former charter. One of the great weaknesses of the Civil Service laws in many jurisdictions is the large number of exempt positions. In many jurisdictions the number of exempt positions exceeds the number of positions subject to Civil Service. This is a condition that frequently opens the door to serious abuses. The Freeholders saw this and wrote a provision which eliminated the possibility of abuse.

In developing a classification of positions it is necessary first to ascertain and record the duties of the various positions to be classified; second, to group similar duties, and third, from this data to prepare a definition or scope of the duties of each grouping; and fourth, to allocate the individual positions to the class in which the duties of the positions occur.

We stated in another chapter of this report that our classification is based on a thorough field survey of the duties of the positions in the City and County service. It is our opinion that the survey and analysis of duties on which the San Francisco classification is based was probably as exhaustive and comprehensive as any similar work ever undertaken in any jurisdiction. The definitions of the duties of the classes are intended to be sufficiently inclusive to indicate the general scope or boundaries of the duties of each class and are amplified or illustrated in many instances by examples of typical duties. The definitions are not intended to be exclusive to the extent that none but those particularly specified duties may be included in the class.

A class may include one position or a thousand but if more than one position is included in a given class it is because the duties of each of the positions are similar or essentially similar. Since the duties of all the positions in a class are similar it follows that the qualifications for the performance of the duties of each position are the same and the same examination and the same salary schedule may be applied equitably for each position in the class. This is the theory on which our classification of positions is constructed.

The classification is not static. New positions are created from time to time, new functions and duties are added, positions are abolished and the scope of duties of positions changed. These very frequently require amendments to the classification. The Freeholders recognized this and wrote into the charter a provision that the Civil Service Commission shall, "in accordance with the duties and responsibilities allocate and from time to time may reallocate the positions to the various classes of the classification. The allocation or reallocation of a position shall not adversely affect the Civil Service rights of an occupant regularly holding such position." However, the very next sentence reads: "No person shall hold a position outside the classification to which he has been appointed, provided that every employe of any department or office shall discharge any of the duties pertaining to such department or office to which his chief may temporarily assign him."

Possibly these two provisions may be considered as conflicting, but we construe this to be a recognition of the fact that the duties of a position may gradually and normally change. We believe that it was intended that in the event a natural evolution of duties occurred to the extent that a reallocation of a position from one class to another was required to maintain the integrity of the classification, the occupant of the position should be permitted to continue to perform the duties of the position but there should be no arbitrary assignment of employes outside their classification.

It will be noted that the charter provided that no person shall hold a position outside the classification to which he has been appointed. The new charter required

that the titles of the present classification be used on the payrolls, salary ordinance, and other records. The titles of the former classification and the classes of the former classification became obsolete to the extent that they were superseded by new titles and new classes. The question naturally arose as to the status of these appointees from the former classification whose employments were now designated under the new class titles. For instance, in the former classification there were deputy tax collectors, deputy recorders, etc. No such classes were included in the present classification. These employes now appeared on payrolls as general clerks, senior clerks, head clerks, bookkeepers, accountants, etc. Were these men holding positions included in the original classification? If not, were they entitled to continue? What were the rights and status of deputy tax collectors, etc.? It therefore became necessary for the Civil Service Commission to determine and designate the rights and status of the occupants of the positions who had been appointed from classes of the former classification and to fix and determine these rights in terms of the new classification. Accordingly, the Civil Service Commission compared the duties of the various classes of the new classification with the duties of the various classes of the former classification and found that in some cases former classes and the new classes contained the same duties. In other instances the duties of the former classes had been broken up and reclassified and spread among several classes of the new classification. It was also found that certain employes were performing duties which were not specifically included in the former classification. After several months of study, the Civil Service Commission adopted a resolution on November 8, 1933, designating wherever possible classes of the new classification as corresponding to the former classifications, and providing full class rights of appointees from these former classes in the corresponding new classes. Wherever the Civil Service employe was found to be performing duties which were not specifically included in the former classification, that employe was given the right, subject to certain conditions, under this resolution, to continue to perform such duties. After fixing and determining the status of this group of employes it was found that many employes were performing duties for which they were not originally certified, but were performing the duties of other classifications.

In order not to disrupt the public service, the Civil Service Commission worked out a policy whereby in such cases the persons could continue to perform these duties providing their present duties were closely related to the duties of their Civil Service classification, but if suitable vacancies occurred, these employes would be returned to their original classification. There were a number of instances where the employe had been assigned duties so far outside of his original classification that no way could be found to permit the employe to continue in the duties he was then performing. In these instances, the Civil Service Commission had no alternative but to require the return of these employes to their original duties. In most instances due to the absence of lists of eligibles it was necessary to hold examinations to qualify eligibles for the position vacated. Therefore, with few exceptions the occupants had an opportunity to participate in promotional examinations for the duties they were performing. Those who failed to qualify in the examination were returned to their original duties.

This resolution definitely fixed and clarified the status of all employes. Until the resolution was adopted many problems relating to promotional rights, reassignments, etc., had arisen that could not be determined. The adoption of the resolution of status completed the installation of our present classification of duties and made it fully effective.

CHAPTER V.

EXAMINATIONS.

Various provisions of the present charter require the Civil Service Commission to hold many more examinations than was formerly the case. In the first place there are now nearly 650 different classifications as against about 200 in the former classification. Therefore, there are over three times as many classes for which examinations must be held.

Another provision that has the effect of increasing the number of examinations is the four-year limitation on lists of eligibles. In the past police and fireman lists have been continued until used up. In other cases, particularly comparatively inactive lists, the lists have been continued for longer periods than four years.

The provision limiting emergency non-Civil Service appointments pending examination to 90 days in any fiscal year also results in increasing the number of examinations required of us.

We estimate that these three conditions will make necessary a minimum of not less than 100 examinations per year under the new charter. The number of applicants applying for examination and the number of participants has also greatly increased during the past few years, due, no doubt, to economic conditions. This increased number of examinations and the larger classes has entailed a proportionate increase in cost of operations of the Civil Service Commission for the past three years. Since January 1, 1931, one year before the present charter became effective, the Civil Service Commission has held and completed a total of 292 examinations. Of these, 172 have been held since January 8, 1932. There were a total of 20,784 applicants for these 172 examinations, 15,063 of these applicants actually appeared for the examination and participated therein. 9774 of the participants were declared ineligible and the lists of eligibles for these 172 classes when finally adopted contained the names of 5289 persons or about one-fourth of the total applicants.

The charter provides that "all appointments in the public service shall be made for the good of the public service and solely upon merit and fitness, as established by appropriate tests, without regard to partisan, political, social or other considerations." Any citizen of the United States who has been a resident of San Francisco for at least one year may submit himself for examination except that applicants for positions as policemen and firemen must have been residents for five years. Tests and examinations "shall be competitive and without charge to applicants." The charter provides that examinations "may be written, oral, mechanical or physical, or any combination of them, practical in character and related to matters fairly to test the relative capacity of applicants for the positions to be filled." Again, "no question submitted to applicants shall refer to political or religious opinions or fraternal affiliations."

The Civil Service Commission is aware that tests or examinations are not infallible. The person attaining the highest mark perhaps does not always prove the most competent and efficient employe. There are many intangible qualities and personal characteristics that add to or detract from the effectiveness of the individual. These cannot be measured. An applicant may prove himself superior to his fellows in knowledge of the duties of the position or as a mathematician or grammarian, but lack the ability to work harmoniously with his associates. He may not be able to meet and deal with the public courteously. He may lack initiative. He may be too aggressive. He may be lazy or disloyal or dishonest. Any one of the qualities that go to make up the personality of the applicant scoring the highest mark may be so far out-of-balance as to render him unfit for the position.

The "personality" requirements of positions vary as widely as experience and physical requirements. One position will require certain intangible qualities and characteristics, and another will require certain others. The clerk who stands at the counter and transacts the City's business with the public must be tactful, courteous and friendly in his contacts. This is not so necessary in the case of a night watchman for instance. Inspectors, and those in supervisory positions must have more than a degree of initiative, whereas, this quality is not so essential in many other occupations.

The Commission has believed that the best instrument available for judging some of these intangible qualities is the oral examination. Therefore we have made use of a combination written and oral test in those examinations in which we believed such a combination to be advantageous.

During 1931-1932 when we were faced with the necessity of completing a very large number of examinations quickly, we resorted to oral examinations almost exclusively. Although we were convinced that written examinations were preferable in many of these examinations, the time limitation was so pressing, we had no alternative except to use the oral type of examination.

It is our intention in the future to use oral tests only in combination with written tests except in carefully selected examinations.

An examination in which a large number of applicants participate involves a long period of preparation and careful planning. Every step must be thought out beforehand. Carefully prepared instructions, in clear, simple language, must be drawn up and made available to all applicants. Manuals containing the laws and regulations which the examination is to cover must be prepared, printed and distributed to applicants.

To give an idea of the work involved in a typical examination we outline herewith the procedure followed in the last examination for policemen.

This examination was in three parts, physical excellence, athletic test, and written examination. From experience we anticipated about 2500 candidates. We knew also that the list of eligibles finally adopted should contain approximately 350 names to supply the normal needs of the department for the ensuing four years although ordinarily not more than 175 to 200 persons would be appointed during a four-year period. The surplus is necessary to take care of probable deaths among eligibles, waivers, removals from the City, and "over-ages." (Persons are not eligible for appointment from the police list after 35 years of age.)

Five or six months before the expiration of the existing list a scope-circular (see Exhibit "A" on page 34) was prepared and adopted by the Civil Service Commission. This scope-circular announced the forthcoming examination, outlined and described the subjects to be covered, specified minimum passing marks in each subject, set forth the qualifications required as to citizenship, residence, age and physical standards and gave other information concerning dates of examination, how to secure examination blanks, etc. This scope-circular becomes the rule of the Civil Service Commission in so far as this particular examination is concerned. Official notice of the pending examination was also published in the official newspaper of the City and County.

Notice that scope-circulars covering the police examination were ready was mailed to 4038 applicants who had previously filed requests for such circulars. Notices were also sent to various fraternal, labor, civic and other organizations, the object being to give as wide publicity as possible to the examination.

When the closing date for receipt of applications arrived, there had been filed 2802 applications. On these applications each candidate had given a complete personal history and showed his residence, education and employment for the prior five years in detail. He had also given full details as to discharges from positions, or arrests, or indictments, if any. All these statements were sworn to before a notary and also on the applications were three vouchers as to character, by persons who had known the candidate for at least five years.

A notice was then sent to each candidate to appear at a designated hour on a given date for medical examination, about 300 applicants being handled each night between the hours of 7 and 11. On this notice was printed complete information as to the medical and physical examination. Candidates were required to bring this notice with them, on which they answered various questions relating to general health.

As the candidates entered they were thumbprinted and then required to sign, in the presence of an examiner, the declaration as to general health referred to above. They were then escorted to the physician assigned to test and examine eyesight, color vision, and hearing. Candidates failing to meet minimum standards as to eyesight, hearing and color vision were rejected. The remaining applicants then disrobed for the physical examination and were measured for height, weight and chest expansion. Those failing to meet the standards of height, weight and chest were rejected.

Next, candidates appeared before a board of three medical examiners who rated the candidates in excellence of physique and appearance and bearing, and those failing to measure up to the standard were rejected.

Those still remaining were then subjected to a thorough physical and medical examination very similar to the routine life insurance examination. If the examining physician found any defect, either medical or physical, the candidate was referred to the board of three examiners for consideration and he was either passed or rejected by the board.

It will be noted from the scope-circular that the physical requirements are extremely high, higher even than is required for enlistment in the United States Army, Navy or Marine Corps. Of the 2802 who were sent notices to appear for the medical examination, 790 did not appear. The greatest number of these realized their inability to meet the requirements and for this reason decided not to participate. Of the 2012 who appeared, 835 were rejected by the examiners for various defects or medical conditions. These rejects were as follows:

Defective hearing	3	Over or under height	203
Eyesight	115	Over or under weight	234
Color vision	38	Chest development	157
Medical defects	85		
		Total	835

t required nine evenings to complete this subject and we used the services of 14 physicians, 6 Civil Service examiners and 7 special clerks during this time. 1177 were successful in passing the subject, physical excellence.

The next subject was the athletic tests. Notices were sent to each of the 1177 successful candidates in the first subject to appear at designated hours for the athletic tests. 130 did not respond. The other 1047 participated. As they arrived, each man was again thumbprinted and his signature obtained. These tests consisted of athletic tests on the ladder, parallel bars, vaulting the horse, lifting a 50-pound dumbbell, high jump and a sack carrying test. Another test was a running test over a distance of 220 yards at an outside track. All these tests except the running test were held in our own examination chambers. Candidates were required to attain not less than 2800 points of a possible 4000 to pass. 119 failed to pass, leaving 928 still participating.

Those passing the athletic test were supplied with a copy of the Civil Service Police Manual which contained excerpts from the Constitution, the Political Code, the Penal Code, Code of Civil Procedure, various statutes, the charter of the City and County, and ordinances of the board of supervisors, and instructions for rendering first aid to the injured on which the examination was to be based. Candidates had about two months to study this manual and familiarize themselves with the various laws.

The next step was the preparation of a sheet of explanation and instructions relating to the written examination which was mailed to each candidate together with a credential of admittance and instructions as to when and where to report for the written examination. This data was mailed to candidates several days before the examination. Inasmuch as this was a silent examination, the instruction sheet contained complete and full information (Exhibit "B", page 36). No oral instructions were given at the examination.

Immediately before the examination, our examiners started preparation of the questions for the written examination. The written examination consisted of seven parts as follows: (1) arithmetic, (2) word knowledge, (3) spelling, (4) grammar and punctuation, (5) knowledge of the City, (6) knowledge of contents of the Civil Service Police Manual, (7) penmanship. The questions in each part of the examination were prepared under the direction of the Chief Examiner by a Civil Service examiner most familiar with the particular subject. These were written out in longhand and when completed were turned over to the Chief Examiner for checking and approval. As soon as approved, these were sent to the printer, where under the immediate supervision of other Civil Service examiners, the type was set and the examination booklets printed. Our examiners were present in the printing shop at all times to safeguard against the possibility of "leaks" and to make sure that every scrap of copy and printed questions was collected and accounted for. The printing was completed and the booklets assembled the day of the examination and delivered direct to the examination chambers.

Notices had been sent 928 candidates eligible to participate. Only 906 appeared for the examination. These candidates were thumbprinted at the entrance to the examination chambers and they were escorted by monitors to their desks.

The examination was held under the personal direction of the Chief Examiner, assisted by the staff of the Civil Service Commission and 24 monitors. The monitors were selected from among teachers of the San Francisco public schools and had been

It is our intention in the future to use oral tests only in combination with writte tests except in carefully selected examinations.

An examination in which a large number of applicants participate involves long period of preparation and careful planning. Every step must be thought out befor hand. Carefully prepared instructions, in clear, simple language, must be drawn u and made available to all applicants. Manuals containing the laws and regulatior which the examination is to cover must be prepared, printed and distributed 1 applicants.

To give an idea of the work involved in a typical examination we outline herewit the procedure followed in the last examination for policemen.

This examination was in three parts, physical excellence, athletic test, and wri ten examination. From experience we anticipated about 2500 candidates. We kne also that the list of eligibles finally adopted should contain approximately 350 name to supply the normal needs of the department for the ensuing four years althoug ordinarily not more than 175 to 200 persons would be appointed during a four-yea period. The surplus is necessary to take care of probable deaths among eligible waivers, removals from the City, and "over-ages." (Persons are not eligible for a pointment from the police list after 35 years of age.)

Five or six months before the expiration of the existing list a scope-circular (se Exhibit "A" on page 34) was prepared and adopted by the Civil Service Commissio This scope-circular announced the forthcoming examination, outlined and describe the subjects to be covered, specified minimum passing marks in each subject, set fort the qualifications required as to citizenship, residence, age and physical standard and gave other information concerning dates of examination, how to secure examina tion blanks, etc. This scope-circular becomes the rule of the Civil Service Commissio in so far as this particular examination is concerned. Official notice of the pendin examination was also published in the official newspaper of the City and County.

Notice that scope-circulars covering the police examination were ready was maile to 4038 applicants who had previously filed requests for such circulars. Notices wer also sent to various fraternal, labor, civic and other organizations, the object being t give as wide publicity as possible to the examination.

When the closing date for receipt of applications arrived, there had been file 2802 applications. On these applications each candidate had given a complete persona history and showed his residence, education and employment for the prior five year in detail. He had also given full details as to discharges from positions, or arrests or indictments, if any. All these statements were sworn to before a notary and also o the applications were three vouchers as to character, by persons who had known the candidate for at least five years.

A notice was then sent to each candidate to appear at a designated hour on a given date for medical examination, about 300 applicants being handled each night between the hours of 7 and 11. On this notice was printed complete information as to the medical and physical examination. Candidates were required to bring this notice with them, on which they answered various questions relating to general health.

As the candidates entered they were thumbprinted and then required to sign, in the presence of an examiner, the declaration as to general health referred to above. They were then escorted to the physician assigned to test and examine eyesight, color vision, and hearing. Candidates failing to meet minimum standards as to eyesight, hearing and color vision were rejected. The remaining applicants then disrobed for the physical examination and were measured for height, weight and chest expansion. Those failing to meet the standards of height, weight and chest were rejected.

Next, candidates appeared before a board of three medical examiners who rated the candidates in excellence of physique and appearance and bearing, and those failing to measure up to the standard were rejected.

Those still remaining were then subjected to a thorough physical and medical examination very similar to the routine life insurance examination. If the examining physician found any defect, either medical or physical, the candidate was referred to the board of three examiners for consideration and he was either passed or rejected by the board.

It will be noted from the scope-circular that the physical requirements are extremely high, higher even than is required for enlistment in the United States Army, Navy or Marine Corps. Of the 2802 who were sent notices to appear for the medical examination, 790 did not appear. The greatest number of these realized their inability to meet the requirements and for this reason decided not to participate. Of the 2012 who appeared, 835 were rejected by the examiners for various defects or medical conditions. These rejects were as follows:

Defective hearing	3	Over or under height	203
Eyesight	115	Over or under weight	234
Color vision	38	Chest development	157
Medical defects	85		
		Total	835

It required nine evenings to complete this subject and we used the services of 14 physicians, 6 Civil Service examiners and 7 special clerks during this time. 1177 were successful in passing the subject, physical excellence.

The next subject was the athletic tests. Notices were sent to each of the 1177 successful candidates in the first subject to appear at designated hours for the athletic tests. 130 did not respond. The other 1047 participated. As they arrived, each man was again thumbprinted and his signature obtained. These tests consisted of athletic tests on the ladder, parallel bars, vaulting the horse, lifting a 50-pound dumbbell, high jump and a sack carrying test. Another test was a running test over a distance of 220 yards at an outside track. All these tests except the running test were held in our own examination chambers. Candidates were required to attain not less than 2800 points of a possible 4000 to pass. 119 failed to pass, leaving 928 still participating.

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The examination was held under the personal direction of the Chief Examiner, assisted by the staff of the Civil Service Commission and 24 monitors. The monitors were selected from among teachers of the San Francisco public schools and had been

carefully instructed as to their duties. Each monitor supervised a group of 36 candidates. Their duties were to see that desks were properly equipped with pen, ink, and blotter and that candidates did not communicate with each other during the examination nor refer to any papers or records and that all instructions were followed.

At a given gong signal from the Chief Examiner the monitors distributed the examination booklets. These were placed face up on each desk and candidates were not permitted to touch the booklets.

Another gong signal was given and each candidate wrote his name and address on the blue identification slip attached to the booklet and sealed it in the form of an envelope. Once this identification slip was sealed, the identity of the candidate remained concealed until the identification slip was opened after the rating of the papers was completed.

From that point the examination proceeded as outlined in the instruction sheet (Exhibit "B"). At the completion of the examination the booklets were collected by the monitors and delivered to the Chief Examiner. They were immediately shuffled so that the ownership of a paper could not be determined by location of the paper in a pile. The next step was to place a serial number on each booklet with a numbering machine and a duplicate of the number on the sealed identification slip which was then detached and placed under seal in a safe. The booklets bearing the serial number, were placed in the vaults of the Commission from which they were later removed for scoring and rating.

Before rating the papers, the answer key was posted on the bulletin board in the office of the Civil Service Commission for inspection by candidates. Protests were received and acted upon by the Civil Service Commission after which the revised key was used in scoring and rating the booklets. The subjects knowledge of contents of the Civil Service Police Manual and arithmetic were rated. It was found that 14 had scored 2500 points or more; 203 had scored 2000 points or more; 314 had scored 1800 points or more; 435 had scored 1600 points or more. The Civil Service Commission thereupon declared a minimum passing mark of 1600 points in these two subjects, thereby eliminating all those who had scored less than 1600 points, and making it unnecessary to rate the other subjects of the 471 persons who did not attain the passing mark. At the same time the Civil Service Commission ordered that the papers of the 435 scoring the minimum passing mark in the two subjects be completed and that the 350 candidates scoring the highest marks in the complete examination would constitute the list of eligibles. Thus the number of eligibles was fixed before the identity of the remaining eligibles was known.

The identification slips bearing the duplicate numbers of the papers falling below the passing mark set for the subjects knowledge of contents of the Civil Service Police Manual and arithmetic were withdrawn and opened and notices of ineligibility sent out to those who failed. These persons had the privilege of inspecting their examination papers and submitting protests to the Commission for consideration before the rating of those still remaining in the examination was completed.

The Civil Service Commission examiners then completed the rating of all subjects for the 435 remaining in the examination. Upon completion, the identification slips were opened and the Commission having already decided on a list of 350, notices of eligibility were then sent to the successful candidates. Notices of ineligibility were sent to those below the 350.

It is to be noted that the Commission has gone to extreme lengths in its procedure to safeguard against fraud. Candidates are thumbprinted and their signatures obtained at each stage of the examination. These are later compared to make sure there is no substitution. Questions are prepared and printed immediately prior to the examination under conditions that make impossible any leak. Our system of concealing the identity of participants in written examinations was adopted in 1900 and is now in use in many jurisdictions over the country. Passing marks and number of eligibles are determined and all papers are rated before the ownership of papers is known to anyone.

The examination procedure for firemen is very similar to the police examination. These are not the largest examinations held by this Commission. In the last general

clerks' examination, 5277 men and women participated in the examination. It was not possible to seat all these in the examination chambers at one time. The participants were therefore divided into three classes. The first class was instructed to report at 1:00 P. M. The second and third classes were instructed to report at 2:30 P. M. Those in the first class were thumbprinted, escorted to their seats and the examination administered. Before the first class had finished the second class had been assembled in a waiting room and the third class in another. When the first class was dismissed the second class was brought into the examination chambers and seated. Those in the first class had no opportunity to communicate with any candidate of the first class. The same procedure was followed in seating the third class.

CHAPTER VI.

CERTIFICATIONS

The objective of all persons who apply as candidates for examinations is to secure a position. The consummation of that objective is attained when the eligible is certified to an appointing officer for appointment to a position. Two types of appointments are made from eligible lists—permanent and temporary.

All certifications are made by the Civil Service Commission in order of standing on the list of eligibles and on the basis of a duly authorized and approved "requisition" for an eligible. Formerly the Commission was required to certify eligibles to temporary appointments if the appointing officer requisitioned an eligible for temporary service. Under the present charter the Civil Service Commission has the power to inquire into the probable tenure of the employment in order to notify the candidate of the probable duration of employment.

The rule of the Civil Service Commission defines a permanent position as (a) one enumerated in the salary ordinance for which compensation has been appropriated for the full fiscal year, or (b) a position, the past history and future prospects of which indicate a tenure which in the judgment of the Civil Service Commission should be treated as permanent provided that funds for the salary of the position are appropriated.

Thus, if in the judgment of the Civil Service Commission the interests of the service are better served, the Commission may certify an employe for permanent appointment even though the appointing officer may have requested certification for a temporary appointment. In many cases under the former charter, positions were maintained over a period of years by recertification under temporary appointments. Frequently, persons high on the list of eligibles would waive the temporary call and persons lower on the list would accept. The purpose of the rule was to eliminate the possibility of abuse.

Before an eligible is certified for appointment to a permanent position he is required to undergo a thorough physical examination by physicians designated by the Civil Service Commission. Unless he passes the physical examination he is not certified for appointment.

Provision is made by rule of the Civil Service Commission whereby eligibles may waive either temporary or permanent appointment. The rule also provides a method of withdrawal of waivers. Certifications during the latter part of 1931 and the early part of 1932 were very greatly increased because of the large number of persons appointed from newly established lists of eligibles to replace emergency appointees. Since then they have been somewhat below normal because of the reductions in forces in the Municipal service.

In the two and a half years between January 8, 1932, and July 8, 1934, there were a total of 1190 permanent certifications and 4062 temporary certifications.

CHAPTER VII

WAGE SCALES FOR PUBLIC WORKS CONTRACTS

The charter requires that every contract for public works and improvements for the City and County shall contain among other conditions, a provision that all persons performing work thereunder shall be paid not less than the highest general prevailing rate of wages in private employment for similar work. It is also provided that the Board of Supervisors shall have power to make and enforce regulations relating to these provisions and not in conflict therewith.

Under these provisions the Board of Supervisors adopted an ordinance establishing the procedure for determining and fixing the minimum wages to be paid by contractors performing work for the City and County. This ordinance provided that on or before January 1st and July 1st of each year the Board of Supervisors shall on the basis of data submitted by the Civil Service Commission, fix the minimum rates of pay to be effective during the following six months. These wage scales do not apply, however, on work performed direct by City departments and City employes. Recently the ordinance has been amended to provide that these determinations need not be made twice yearly, and further, that the Board of Supervisors may consider any data submitted to it rather than confine itself to the data gathered by the Civil Service Commission.

Gathering the data requested of us by the Board of Supervisors under the original ordinance referred to above involved considerable of the time of our staff. In the report of the Civil Service Commission submitted in December, 1932, we covered 101 classifications.

Extreme care was exercised to make sure that the data submitted to the Board of Supervisors was representative of generally prevailing conditions. Data was obtained from more than 100 firms and information was secured from the respective unions, from the Building Trades Council, the Labor Council, the Bay District Council of Carpenters, the Industrial Association, the Metal Trades Association, Bureau of Governmental Research and from numerous other organizations. After the data was obtained, open hearings were held by the Civil Service Commission, at which time everyone interested was given an opportunity to be heard and to submit additional data which was later checked by our staff.

The Civil Service Commission took the position that its function in this work was solely that of securing and presenting facts and data for the information of the Board of Supervisors. Therefore, we adopted two basic policies to govern us in securing and presenting this data: (1) that the facts and data presented must be accurate and sufficiently complete to reflect actual wage conditions; (2) that we would not attempt to color or interpret this data.

We felt that only a strict adherence to these two fundamental policies would permit us to render a satisfactory and impartial service to the Board of Supervisors and to the community. That we were able to adhere to our purpose is evidenced by two communications received from the San Francisco Labor Council and from the Industrial Association after the wage schedules were adopted by the Board of Supervisors for the first six months of 1933, which we quote herewith:

San Francisco, California, January 9, 1933.

To the Honorable Civil Service Commission,
City and County of San Francisco.

Gentlemen:

The San Francisco Labor Council, at its last regular meeting held Friday evening, January 6, 1933, passed by unanimous vote the following resolution:

> RESOLVED, That the Secretary of this Council be and is hereby directed to convey to the Honorable Civil Service Commission the appreciation and satisfaction of the San Francisco Labor Council and its affiliated organizations upon the fairness, correctness, and thorough manner in which the Commission gathered, compiled, and summarized the data as to highest general prevailing rates of wages paid in private employments for the various trades and craftsmen required in the execution of contracts for public work and improvements pursuant to Section 98 of the Charter.

In compliance with said resolution, I have the honor and pleasing duty to commend your Commission, its members and staff, for the very accurate and good work performed in the preparation and submission of your report to the Board of Supervisors, which by reason of its completeness and veracity enabled the Supervisors to set the rates of wages for future contracts for public work in conformity with the law.

We are truly grateful for your contribution to this happy result.

Respectfully,

(Signed) JOHN A. O'CONNELL,
Secretary.

San Francisco, California, January 4, 1933.

Civil Service Commission,
City Hall, San Francisco, California.

Gentlemen:

Now that the matter of the determination of the prevailing scale of wages on public work has been settled, the Industrial Association desires to express to the Civil Service Commission its deep appreciation of the complete fairness, impartiality and thoroughness of the report which the Commission made to the Board of Supervisors through Mr. Henderson.

It also wishes to convey to the Commission and through the Commission to Mr. Maher and Mr. Henderson, its appreciation of the unfailing courtesy and consideration which it was granted during the very trying times connected with the hearings conducted by the Commission and also the relationship existing between the Commission, its staff and the Industrial Association during the course of the debate before the Supervisors.

The fine treatment which the Association was accorded and the excellence of the report which the Commission rendered have been outlined to the Directors of the Association and the favorable comment made by a number of them as to the position and attitude of the Commission serves to enlarge the thanks and appreciation which the members of the staff desire to convey.

Very truly yours,

INDUSTRIAL ASSOCIATION OF SAN FRANCISCO

(Signed) Albert E. Boynton,
Managing Director.

A controversy developed over the matter of incorporation of wage scales for shop work incidental to public works and improvements. The labor organizations wanted rates for this work included. The employer organization, on the other hand, strenuously opposed the inclusion of rates for shop work. The labor organizations maintained that under the terms of the ordinance and the charter, the inclusion of shop rates would force firms securing the contract to pay the highest wages prevailing in San Francisco even though the firm was located elsewhere. Such a condition they urged would put the San Francisco shops on an equal competitive basis with firms outside San Francisco where the wage scales were generally lower and work that had in the past gone to firms outside San Francisco would remain here.

The representatives of the employers' organizations stressed their conviction that the inclusion of minimum rates would not accomplish this purpose, which they also desired. They argued that the San Francisco prevailing wage scale could not be enforced or administered on shop work performed at a distance from San Francisco, especially in shops located outside the State. They also pointed to recent court decisions declaring prevailing wage laws inoperative on work performed in shops.

The Civil Service Commission was completely in sympathy with the objective of organized labor in this respect but we believed the fixing of shop rates would defeat the purpose it was intended to accomplish. We felt it would drive work out of San Francisco. However, the Civil Service Commission had no alternative except to report the rates of wages being paid in San Francisco shops and let the question of the policy of inclusion of these be determined by the Board of Supervisors in its capacity as the legislative branch of the City and County Government.

In our report to the Board of Supervisors under date of December 23, 1932, we made the following recommendation:

> "Our investigations and discussions have developed impressive reports on the extent of reduction in employment. Reports indicate that these firms are employing not more than 25% or 30% of their 1928-29 payrolls. We are living under abnormal conditions.
>
> "With that thought in mind we are prompted to offer a suggestion to your Honorable Board which we believe will help to create additional opportunities for jobs on public contracts.

"The most progressive and enlightened social and economic trend is leading surely to a shorter week in industry than now prevails which is, in general, 40 or 44, 48 or 60 hours, depending upon the industry. The American Federation of Labor in its last convention adopted resolutions looking towards the general establishment of the 30 hour week. The United States Congress in the act creating the Reconstruction Finance Corporation provides that the hours of work on any public project financed by the Reconstruction Finance Corporation shall not exceed 30 in any week, except for executive, administrative or supervising personnel. The San Francisco-Oakland Bay Bridge will be built under these conditions and it is understood that 28 hours will constitute the regular work week. During the past week a bill has been introduced in Congress prohibiting from interstate transportation any goods manufactured in plants where the hours of labor exceed 30 in any week. Several labor unions have sponsored and succeeded in securing agreements looking towards the establishment of the 30 hour week.

"We do not suggest that 30 hours is the ideal work week. The 30 hour week may prove most efficient in some trades or industries and a 28 or 32 hour week work out better in other trades or industries. We are only suggesting the necessity of a shorter work week. The number of hours of labor in the shortened week and the application of such a policy could be worked out in conference.

"The wide increasing use of automatic machines in industry has created a surplus of labor and produced a problem which threatens the very foundation of our economic structure and it is our opinion that this problem can only be solved by the universal application of a shortened work week—shortened to the extent that this surplus will be absorbed by creation of more jobs."

The Board of Supervisors adopted the suggestion and San Francisco was the first municipality in the world, so far as we know, to put into effect a 30-hour week on its public works contracts. The Board, however, required that the work week should consist of 6 hours each from Monday to Friday, inclusive. In our judgment this voided to a large extent the possibility of benefits that would have come from a simple provision that the hours of labor per week under contracts on public works should not exceed 30, thereby allowing opportunity for elasticity and adjustment.

The return of normal business and economic conditions is not going to solve the unemployment problem unless drastic changes are made in the work week structure. We were convinced that the solution is a work week shortened sufficiently to absorb the surplus of labor created by the use of automatic machinery.

The work of securing data for the January, 1934, wage scales was particularly difficult. Since the preceding report, many changes had occurred reflecting national and state legislation and programs. The NRA was in full swing. The CRA was adopting codes to govern local industry and fixing rates of wages therefor. The CWA had temporarily reduced the San Francisco relief rolls from 65,000 to 22,000 and was paying skilled mechanics $1.10 per hour on a 30 hour week. The PWA was just getting under way and although no men were actually employed in San Francisco at that time on PWA projects, wage scales for such work had been promulgated. Wage scales in private employment also showed a tendency in many industries or occupations to higher levels for the first time in several years. Many industries and firms had put into effect various "work spreading" or "job sharing" plans and reported that they had maintained their basic wage rates.

No doubt job sharing was sincerely advocated but it is our opinion that in some cases this policy of job sharing had been carried to extremes—the work had been spread so thin that many employes "sharing" the jobs were not earning enough to support their families.

All these factors had produced a very complex situation. New codes were being adopted daily. Regulations were changed overnight. Under the intelligent leadership of the National Administration we were passing through a period of controlled experiment and shifting plans. These currents and cross-currents were reflected in our report submitted to the Board of Supervisors the first week in January. Conditions were changing so rapidly that it was not until April that the Board of Supervisors finally fixed the wage scales that should have been established January 1st.

Shortly afterward the Board of Supervisors amended its ordinance of procedure and the rates fixed in April, 1934, will continue in effect until changed by the Board of Supervisors.

CHAPTER VIII

SALARY STANDARDIZATION

In 1924 a charter amendment became effective providing that salaries of municipal employes with certain exceptions, should be standardized. Mayor Rossi, then Supervisor Rossi, had been the sponsor of the resolution referring the amendment to the people at the November, 1923, election. A prior salary standardization amendment in 1912 had proved ineffective. In the 1924 amendment compensations fixed by charter, compensations of construction forces outside the City and County, compensations of teachers and technical employes of the Board of Education, and of librarians and technical assistants in the Library Department, and compensations of park employes were exempted. It also provided that salaries paid to occupants of positions as of Sept. 1, 1924, were protected so long as the occupants continued to hold their respective positions. New employes would enter at the salary standardization rates.

The amendment provided that the Board of Supervisors, through the civil service, should cause all employments in the service subject to salary standardization to be classified and graded in accordance with duties and responsibilities of the employment, training, and experience required, and seniority of personnel. This classification was to be submitted to the Board of Supervisors for adoption or rejection.

Upon adoption, the Civil Service Commission at the request of the Board of Supervisors were required to submit to the Board of Supervisors a proposed schedule of compensations for the various classes of the classification under which "like compensation shall be paid for like services." In preparing these recommendations due regard was to be given to prevailing economic conditions and to all other compensations paid in the City and County service. The Board of Supervisors had the power to approve, amend or reject such schedules but before any proposed rate could be revised it was required that the proposed revision be referred back to the Civil Service Commission for report as to what other changes in rates proposed for other classes and the cost thereof must be made to maintain the original relationship.

The Civil Service Commission started preparation of its classification plan shortly after this amendment became effective. In the early part of 1926 this report was in semi-final form. Because of lack of funds and time the Commission had been forced to resort to the so-called "zoning" plan, but after extended study and consideration the "zoning" plan was abandoned and it was decided to follow out the conventional type of classification plan.

In the spring of 1927 work was started on a comprehensive and exhaustive field survey of the duties of every position subject to either civil service or salary standardization. In this work the Civil Service Commission accepted the offer of the Bureau of Governmental Research to assist in the field survey of duties. This work continued for about two years and gradually there developed the present classification of duties which was adopted by the Board of Supervisors on April 29, 1929.

The Civil Service Commission immediately started work on the preparation of its recommendations for wage scales. A vast amount of data was collected, analyzed, and considered. The data was checked and rechecked. Public hearings were held by the Civil Service Commission and finally the recommendations were submitted to the Board of Supervisors on April 9, 1930, for consideration of the Board.

The Board of Supervisors never adopted these schedules and our report and recommendations were pending before the Board of Supervisors until the fall of 1931 when the Board of Supervisors, at the suggestion of Mayor Rossi, referred the report back to the Civil Service Commission for revision and completion. We have not completed these revisions although the work is in process. Wage scales generally have lacked stability during the past three years and we have felt that our recommendations should reflect normal conditions rather than "depression" levels. It is our hope that these will be completed during the year 1934-1935.

The present charter also commits the City and County as an employer to the principle of salary standardization and protects salaries of occupants of positions as of January 1, 1931. But whereas the former provision was that the wage scales should be fixed with due regard to prevailing economic conditions and to other compensations

paid in the City and County service, the present charter provides that the wage scales shall be *not higher* than prevailing rates for like service and working conditions in private employment or in other comparable governmental organizations in this State. On the other hand the present charter in setting up the provisions to govern work performed under contract for the City and County provides that the rates of wages paid on such work by the contractors shall be *not less* than the *highest* general prevailing rate in private employment for similar work. It seems rather inconsistent that wage scales shall not be higher than prevailing wages in private employments for city employes and yet fix a rate that shall be not less than the highest general prevailing for contractors' employes. We do not know the reason for this apparent discrimination which unfortunately is written into the charter. Honorable Wm. P. McCabe, a member of this Commission for several years past, referred to this phase of the salary standardization provisions in an address delivered in 1932 before the Western Regional Conference of the Assembly of Civil Service Commissions of the United States and Canada, as follows:

> "There is a particular feature of civil service that I wish to call to your attention, and on which public opinion as yet has not been crystallized in all places, although it has found an expression in San Francisco in its organic law. I refer to provisions requiring salaries of city employees to be fixed, so that the 'Compensations shall not be higher than prevailing rates for like services and working conditions in private employment.' I claim that a strict compliance with this language will work much injustice and difficulty in the administration of civil service. In private employments the average worker is engaged after answering a few questions and is allowed to enter the service and fit himself for the duties gradually, without the rigid examination by expert examiners bent on eliminating all who in any way fail to satisfy their tests. A superior grade of employees only are allowed to enter the city service, and on probation, with no insurance of final acceptance, and their compensation is to be limited to that of inferior grades of employees in private employments. This is unreasonable and in a measure contradictory to another charter provision which stipulates that 'like compensation shall be paid for like services.' Evidently the framers of this policy understood little of the principles upon which to base just and adequate compensations in public service, and as a consequence it takes no prophet to predict many future contests on the subject, administrative, legal and political."

The recommendations made by the Civil Service Commission on April 9, 1930, to the Board of Supervisors have been given a legal status by a provision of the present charter. It is provided that no salaries may be increased above the rate proposed in the April 9, 1930, report pending the adoption of salary standardization schedules by the board of supervisors. There is also included in each annual salary ordinance a provision that new employes shall be paid a rate not in excess of the entrance rate proposed for such service in the 1930 report.

CHAPTER IX

SERVICE RECORDS

Our present charter provides that the Civil Service Commission shall establish an inspection service for the purpose of investigating the conduct and action of appointees in all positions and of securing records of service for promotion and other purposes. This Commission has maintained for years a complete history of the employment of every civil service employe on which is recorded all pertinent information including reference to instances of meritorious service or delinquencies reported to us. These records are always used in rating City and County service in promotional examinations. We have had in mind the installation of a formal service rating system and have investigated and studied several different types.

We have been forced to the conclusion that no rating plan has been devised that can be safely used in the vital functions of personnel administration such as salary changes, removals, etc. Commissioner Howard M. McKinley of the San Francisco Civil Service Commission, covered the situation thoroughly in an address at Berkeley in the early part of 1934 at a convention of governmental officials. Dr. McKinley said:

> "We have studied various types of rating systems and investigated various installations and, to speak quite frankly, we have found none that we believe would be entirely satisfactory in the San Francisco service.

"We believe that any instrument used to control or influence any of the vital functions of personnel administration must have proved its value and accuracy in no uncertain manner. We do not believe that any of the rating systems have proved entirely authentic or authoritative in actual practice and consequently we are extremely doubtful of the results that are claimed. On the other hand, we feel convinced that most rating systems are so much wasted effort. Indeed, it is quite likely that injustice results almost as frequently as not when rating systems are used as an index or control in personnel functions. Nor am I the only iconoclast in this respect. Dr. Probst, Chief Examiner of the Milwaukee Civil Service, in discussing the aims and uses of service rating systems in his excellent book says:

> " 'This extract fittingly describes some of the important reasons why service ratings are desirable. But strangely enough none of the rating schemes heretofore used attained these results.'

"When all is said and done, the primary purpose of a rating system is to improve the service by improving morale and the quality of service.

"That, after all, is the ultimate aim of personnel administration as a science. With the background of the apparent failure of service rating systems and the absence of proof of their value, we are naturally hesitant about the use of it in San Francisco. Therefore, we intend to consider the service rating reports experimentally and the uses to which they will be put will be definitely restricted until we are sure we have an instrument that is trustworthy."

The thoughts expressed by Dr. McKinley are shared by the other members of this Commission and we, therefore, intend to install a very much simplified service rating system and to use it only experimentally for the time being.

CHAPTER X

MISCELLANEOUS PERSONNEL ACTIVITIES

(a) Among the miscellaneous functions of the Civil Service Commission is the responsibility to see that only citizens of the United States and bona fide residents of the City and County shall be appointed to positions in the City and County service. In the discharge of that responsibility we require all candidates for examination to give us full information regarding his citizenship and residential qualifications. This information is part of the application form which must be sworn to before an officer qualified to administer oaths. This application form then becomes a permanent record of the Civil Service Commission, whether the applicant fails in the examination or secures standing on the list of eligibles. Frequently, the residential or citizenship qualifications of an eligible or employe is challenged by some other person. In such cases the Civil Service Commission makes a thorough investigation of all the facts and if it is found that the employe does not possess the required residential or citizenship qualifications, his employment is terminated. If he is an eligible not yet appointed to a position, his name is removed from the register of eligibles.

(b) From time to time we are requested to prepare special reports for His Honor, the Mayor, or the Controller, or Board of Supervisors, relating to payrolls, wage scales, personnel, departmental organizations, etc. Some of these involve extensive research analysis and public hearings. These requests have been much more frequent during the past few years particularly in reference to the effect of the various proposals dealing with deductions from salaries of municipal employes.

(c) Under the former charter, departments submitted their budget estimates and requests direct to the Board of Supervisors for consideration and action. The present charter placed the responsibility for preparation and submission of budget estimates with the Mayor. Departments now submit their requests to the Controller for analyses and consolidation, who in turn submits a consolidated budget estimate with pertinent analyses based on the departmental requests to the Mayor. One of the most interesting pieces of special work performed by us during the past few years developed when His Honor, Mayor Rossi, requested that a member of our staff be delegated to sit with him each year in analyzing the personal service items in the budget estimates of the various departments and to bring to his attention all items involving increases over the previous budget or over the current existing organization. It had

been found that in many instances savings could be made by reducing the budget estimates to the current organization and salary scales. These possible savings could not be determined from the budget estimate submitted inasmuch as these carry comparisons with the previous budget rather than current organization. Frequently vacancies had occurred during the year and positions had remained vacant or had been refilled at lower salaries. These reductions or vacancies were, therefore, not reflected in the budget estimates. We were glad of the opportunity to avail ourselves of Mayor Rossi's invitation and to make available to him complete and full information regarding departmental organizations and payrolls. This information has made it possible for Mayor Rossi to effect a large number of eliminations and reductions in budget estimates which would not have been possible had he not foreseen the value of information available to him through our records. We have recently estimated that through executive action Mayor Rossi and department heads have eliminated over a million dollars yearly in payrolls, which savings are, of course, directly reflected in the tax rate.

CHAPTER XI

PROBABLE CHARTER AMENDMENTS

Our operations under the present charter have demonstrated the need for revision of certain charter provisions. Although we have not yet determined that all these amendments will be proposed to the Board of Supervisors for reference to the electorate, we outline the matters herein primarily for discussion and consideration.

(a) When the present charter became effective in January, 1932, Section 7, dealing with the qualifications of officials and employes, provided that employes must be residents of the City and County, and shall have been such residents for one year prior to appointment, and that officials of the City and County, and police officers and firemen shall have been residents for at least five years preceding appointment. It was further provided that appointees whose duties are performed outside the City and County were not subject to residential qualifications of Section 7. Some question arose as to the legal interpretation of the provisions of Section 7 and it was determined that the language was ambiguous and that under a strict interpretation of the provision it might be held that the charter did not require an employe or officer to remain a resident of the City and County after appointment or election. Consequently, it was decided to clarify this provision to provide that employes and officials were required to remain residents of San Francisco during their incumbency and that their office or employment would be terminated upon ceasing to be such residents.

Accordingly, a charter amendment was proposed to the Board of Supervisors for the November, 1932, election. Somehow, in the process of consideration before the various organizations and committees of the Board of Supervisors, the provision excepting persons whose duties were performed outside the City and County from residential qualifications was omitted, possibly inadvertently. A provision was also incorporated in the charter amendment finally adopted which defined a resident within the intent and meaning of Section 7, as one who actually lives within the City and County and maintains an abode therein where such resident and his family, if any, customarily spends the night. The effect of the omission of the exemption for persons who perform their duties outside the City and County and the inclusion of the strict definition of a resident, has proved thoroughly inoperative insofar as employes of the county engaged in duties at a distance from San Francisco are concerned. It is obviously impossible for an employe who is engaged in the mountains 75 or 100 miles away from San Francisco on Hetch Hetchy construction to maintain the requirement of this section. In such a situation the charter provision is reduced to an absurdity and for this reason we are of the opinion it should be amended.

(b) Another possible amendment relating to Section 145 wherein the charter provides that "examinations of laborers shall relate only to physical qualification and experience and laborers establishing their fitness shall rank upon the register in order

of priority of applications." Under the present provision the laborers' list is a continuing list and it is usually 10 years or more after a man registers on a laborers' list before his name is reached for permanent appointment. This results in a much higher average age for laborers entering the service than is desirable from the point of view of welfare of the service. While it is true that older men can perform satisfactorily and efficiently the duties of certain positions now classified as laborers, there are many instances where younger and stronger and more agile men are needed. It is possible that after further consideration an amendment may be proposed.

(c) There are several other matters that we have under consideration that may involve charter amendments. However, our considerations have not reached the point where we are ready to suggest such amendments, even tentatively, particularly as some of these questions are of far-reaching import.

CHAPTER XII

THE HISTORY, PHILOSOPHY AND ESSENTIAL BENEFITS OF CIVIL SERVICE

In a report of this nature, a brief history and background of the merit system as the basis of employment in the public service, is of interest. We also believe that an exposition of the theory and purpose and benefits of civil service will not be out of place. A year or more ago, Hon. Harry K. Wolff, President of the San Francisco Civil Service Commission, delivered a radio address in the San Francisco Municipal Government Series from Mayor Rossi's office, in which he discussed these phases of civil service. Mr. Wolff's address is quoted herewith in part:

"Let me give a brief outline of the development of civil service in the United States. Prior to 1883 public office in this country was universally considered a reward for political activity. This was known as the 'Spoils System.' With each change in administration in federal, state or city government there came wholesale removals to make way for the friends of the incoming administration. The operation of the spoils system was reduced ultimately to a disconcerting degree of perfection. Employes were organized into political groups and required, not only to work for party success but also to contribute a large share of their salaries to party funds. Men were chosen for public service, not because of fitness or merit, but primarily for their usefulness to the political party in power. Generally speaking, any consideration given to fitness was wholly incidental and secondary. The evils of such a system are obvious. It operated for over one hundred years completely to the detriment of the public service and to the community it dominated.

"In the federal service this system of patronage was practiced with increasing effectiveness from the beginning of the government up to 1883. Its foundation was laid by the first Congress in 1789 which placed the power of removal in the hands of the President, without review by any other agency. It was further strengthened in 1820 by the passage of what was called 'The Tenure Act' which limited to four years the terms of office of miscellaneous federal officials and employes with a provision for 'removal at pleasure.'

"Abuses and evils engendered by this system increased with the years. Public opinion and organized agitation for reform became more and more pressing until the matter was made a political issue. In 1853 the Congress passed a law requiring noncompetitive examinations for certain classes of positions. This was only a partial victory for the advocates of reform.

"The assassination of President Garfield in 1881 by a disappointed office seeker focused the attention of the country on the need for civil service reform. So in 1883 Senator Pendleton of Ohio introduced and secured the passage of the National Civil Service Act. The Pendleton Bill was the first concrete and worthwhile victory for the advocates of the merit system. It established a basic principle, for it required open competitive examinations for testing the fitness of applicants, such examinations to be practical in character.

"The acceptance of the merit system as the principle for public employment in the federal service gave the civil service reform movement impetus and it has been slowly but surely spreading ever since. Ten states and all the cities of the United States of 500,000 population and over, as well as many smaller cities, have adopted the merit system. At the present time it protects approximately half of the 2,500,000 public employes of federal, state and city jurisdictions. The extension in fifty years of a plan of employment so vastly different from the practices of the fifty years before, and in the face of the vigorous opposition of powerful groups, is an encouraging evidence of the virility and force of public opinion.

"There can be no question of the value to the community and to governmental organization of civil service or the merit system as a basis for appointment and promotion. Its

fundamental principles are equal opportunity for all through open and practical competitive examinations, freedom from political domination, and security from discrimination and unjust dismissal. That is the foundation, but this conception has broadened with the years until now the merit system is understood to include such necessary instruments for proper personnel control, as classification of duties, salary standardization, service rating systems, supervision of leaves of absence and hours of work. It is the basis for the orderly handling of the employment relationship in public service to the end that this service may be improved in efficiency and morale.

"Of course, the adoption of civil service or the merit system principle does not, of itself, eliminate abuses or guarantee the realization of the ideal. There still remains the important question of continuous administration and possible 'loopholes' in the law. Lax administration and defective laws in some jurisdictions have permitted the effective continuance of some of the evils which the merit system attempts to destroy. A common defect is the exemption of large groups of positions from competitive examinations. In some jurisdictions the number of 'exempt' positions exceeds the number subject to civil service. The practice of certifying the first three names on a list of eligibles from which the appointing power selects his choice tends to break down the merit basis. In other jurisdictions applications from married women are not accepted; in still others a woman who marries forfeits her position. Layoffs on account of lack of work or funds are sometimes not made on the basis of merit. Failure to provide necessary funds for the proper functioning of the Civil Service Commission is also an effective weapon against the merit system.

Given a good civil service law, the proper and honest administration of the merit system is largely dependent upon the interest and ability of the staff of the Civil Service Commission, the sincerity and honesty of purpose of the Commissioners, and the co-operation of the responsible head of the government. Without all these, administration of the merit principle is apt to be ineffective, or worse.

"San Francisco is fortunate to have a good civil service law, and Mayor Angelo J. Rossi has insisted on its rigid enforcement. Our Commission and our staff are sincerely insisting on an honest and rigid interpretation and enforcement of the civil service provisions of the charter. There are approximately 13,000 positions in the municipal government, of which 8500 are under the jurisdiction of the Civil Service Commission. That means that the duties of the position are classified by the Civil Service Commission so that all positions having similar duties and comparable responsibilities are grouped under one class. It means that each and every one of these positions is filled by a person who secured standing on a list of eligibles for that particular classification by passing an exhaustive examination and was appointed thereto in the order of his standing on the list. It means he or she is governed by and subject to the civil service provisions of the charter, and the rules of the Civil Service Commission, and that he or she can only be dismissed for cause on written charges made by the officer under whom he works, and in case of appeal to the Civil Service Commission the action of this Commission in dismissing, reinstating or disciplining the employe is final.
* * * * * *

"To summarize, the people of San Francisco are committed to civil service or the merit principle in their public service, and the charter of San Francisco contains all the elements for the complete and free operation of the merit system. The rules of our civil service are written to carry out these provisions, and to strengthen their effective operation. All the mechanics of proper administration and control are provided either in the charter or in the rules of the Commission.

"The City and County of San Francisco, therefore, stands for the most enlightened and progressive policies and principles in its relationships with those in its service. This is proper and right, for the employment relationship is a fundamental problem of our economic life. Fair, equitable and humane employment relationships in public and private employment are essential to the security of our economic structure and our system of government. The government, as an employer, must take the lead in the search for a better understanding and more enlightened policies and practices in both private and public employment. San Francisco has taken the lead. It stands as the model employer of the community and points the way for others to follow."

Events of the past year in San Francisco and elsewhere have demonstrated to the most casual observer that Mr. Wolff is correct when he says that the government must take the lead in the search for fair and equitable employment relationship in industry and that the solution of this problem is vital to the security of our economic and political system.

An honest civil service, or the merit system, is the only means of guaranteeing reasonable efficiency of the public service and at the same time insure that appointments, promotions and tenure are honestly administered. It is the most effective weapon against the prostitution of the service by selfish and self-seeking interests. The integrity of this instrument must be nurtured and protected to the end that it shall accomplish to the greatest extent the purposes and aims for which it is designed.

STATISTICAL SUMMARIES

Total Employments

Number of employes in all departments actually engaged on January 8, 1932	13,909
Number of employes in all departments actually engaged on July 7, 1934	12,565
Reductions due to eliminations	1,344

CLASSIFIED SERVICE

as of July 8, 1934

Number of positions subject to civil service	8,445	
Exempt from civil service	4,120	
Total	12,565	
Number of positions subject to salary standardization		7,049
Number of positions exempt from salary standardization		5,516
Total		12,565

Yearly Appropriations to Civil Service Commission

Fiscal Year	Amount of Appropriation
1930-31	$44,870
1931-32	49,570
1932-33	48,870
1933-34	50,387*
1934-35	53,630**

*Net appropriation after salary deductions under unemployment emergency.

**Subject to reduction under unemployment emergency salary deductions, effective August 15, 1934.

EXAMINATIONS

Number completed, Jan. 8, 1932, to July 8, 1934	172
Number persons who filed application for these	20,784
Number persons who participated in these examinations	15,063
Number who failed	9,774
Number eligible	5,289
Number of lists of eligibles in effect July 8, 1934	289

CERTIFICATIONS

Certifications, Jan. 8, 1932, to July 8, 1934—temporary	4,062
Certifications, Jan. 8, 1932, to July 8, 1934—permanent	1,190

MEMBERS AND STAFF OF THE SAN FRANCISCO CIVIL SERVICE COMMISSION

Wolff, Harry K, President
McCabe, Wm. P., Commissioner
McKinley, Howard M., Commissioner
Maher, Jas. J., Secretary and Chief Examiner
Bowler, James, General Clerk
DePugh, Rae S., General Clerk-Stenographer
Dolen, Kathleen Tuite, Civil Service Examiner
Duffy, Adele, Senior Clerk-Stenographer
Henderson, Wm. L., Personnel Expert
Kelley, Helen, General Clerk-Stenographer

Landreville, Louis A., Asst. Personnel Expert
O'Connor, Richard, General Clerk
Schmeinsky, A. J., General Clerk
Smith, I. S., Civil Service Examiner
Sues, Otto, Civil Service Examiner.
Vanderlaan, H., Senior Clerk
Zion, E. R., Civil Service Examiner

EXHIBIT A

CIVIL SERVICE COMMISSION OF SAN FRANCISCO

151 CITY HALL

NOTICE OF EXAMINATION

FOR POLICEMAN, CLASS Q 2

PUBLIC NOTICE IS HEREBY GIVEN that the Civil Service Commission of San Francisco will hold an examination of applicants for appointment to the position of **Policeman,** beginning Monday, September 18, 1933. Receipt of applications closes Saturday, August 26, 1933, at 12 o'clock M.

The parts of the examination, and the values of the parts on a maximum scale of 10,000 points, are as follows:

Subjects	Values
1. Physical Excellence	1000 points
2. Athletic Test	4000 points
3. Written Examination	5000 points

The Athletic Test will consist of the following:

1. **Ladder Work**—Hand over hand, up and down 10 rungs. Only one hand allowed on each rung. Perfect mark, 400 points.

2. **Lifting 50-lb. Dumb Bell**—Five consecutive lifts with each hand. Lifts to be made from lowest reach of arm to highest reach, without aid of jerk or swing, while standing erect with feet close together. Perfect mark, 400 points.

3. **High Jump**—4 ft. 2 in., 480 points; 3 ft. 10 in., 360 points; 3 ft. 6 in., 240 points. Use of spring board not permitted.

4. **Vaulting the Horse**—Perfect vault over horse 4 ft. 6 in. high, without touching it with any part of body except the hands, 320 points; good vault (feet slightly touching the horse), 240 points; fair vault (body slightly touching the horse), 160 points; slide over horse, 0.

5. **Dipping on Parallel Bars**—Ten dips at 40 points each. Dips must be made with legs straight and without assistance of kick or swing.

6. **Carrying 160-lb. Sack of Sand**—Sack must be lifted from floor, placed on shoulder and carried up and down six steps. Mark 400 points. No partial credits, and no more than two trials allowed.

7. **Running** (distance about 220 yards)—28 seconds, 1600 points; 29 seconds, 1400 points; 30 seconds, 1200 points; 31 seconds, 1000 points; 32 seconds, 800 points; 33 seconds, 600 points; 34 seconds, 400 points. Fifth-seconds to be rated proportionately.

The Written Examination will be comprised of the following tests, with values as shown: Arithmetic, 800 points; Word Knowledge, 500 points; Spelling, 400 points; Grammar and Punctuation, 500 points; Penmanship, 400 points; Knowledge of the City, 400 points; Knowledge of Contents of the Civil Service Police Manual, 2000 points.

Applicants receiving a rating of less than 2800 points on the subject "Athletic Test" shall stand rejected.

The rating necessary to constitute the minimum standing or passing mark required for any one or more of the tests of the Written Examination, and the rating necessary to constitute the minimum standing required for inclusion on the register

of eligibles, will be fixed by resolution adopted by the Commission prior to the opening of the identification sheets.

Applicants must be citizens of the United States, not less than 21 nor more than 35 years of age, residents of San Francisco for at least five years next preceding September 18, 1933, and must pass a satisfactory medical examination before physicians employed by this Commission.

Arithmetic will include problems requiring knowledge of common and decimal fractions. **Knowledge of the City** will include locations of public buildings, parks and squares; locations of places of amusement, banks, office buildings, etc.; and knowledge of streets and street-car lines.

Each participant who receives the passing mark on the Athletic Test will be furnished with a copy of the Civil Service Police Manual to study for the Written Examination.

Applicants are cautioned to be certain that the date of their birth as given by them in their application is correct, as no reduction in the age so given will be allowed unless request therefor be filed before the adoption cf the eligible list created by this examination.

Applicants must, stripped, come up to the following standards as to height, weight and chest measurement:

Height	Minimum Weight	Maximum Weight	*Chest Expanded
**5 ft. 9 in.	150 lbs.	180 lbs.	38 in.
5 ft. 10 in.	155 lbs.	185 lbs.	38½ in.
5 ft. 11 in.	160 lbs.	195 lbs.	39 in.
6 ft.	165 lbs.	200 lbs.	40 in.
6 ft. 1 in.	170 lbs.	205 lbs.	40½ in.
6 ft. 2 in.	175 lbs.	215 lbs.	41 in.
6 ft. 3 in.	180 lbs.	220 lbs.	41½ in.
***6 ft. 4 in.	185 lbs.	225 lbs.	42 in.

*Minimum chest expansion 3 inches.
**Minimum height.
***Maximum height.
(Note.—Fractions in height over ½ inch must meet requirements of next higher schedule and fractions less than ½ inch must meet requirements of next lower schedule. Fraction of even ½ inch in height may carry next higher or next lower schedule as favors applicant.)

No applicant whose waist measurement exceeds that of the chest will be accepted.

Applicants must be able to read, **without glasses**, 20-30 with each eye and 20-20 combined, Snellen test, and must pass a satisfactory color test with yarns. They must also be able to hear, with each ear, ordinary conversation at a distance of 20 feet, or the ticking of a watch at a distance of 2 feet.

This examination will be held, as far as possible in the Examination Chamber of the Commission, 154 City Hall. Applicants will be notified by mail as to when and where to appear for the various parts of the examination.

Application blanks (Form 69) may be had by applying at the office of the Commission, 151 City Hall. Applications may be filed in person or by mail, but under no circumstances will an application be accepted unless it is received in the office of the Commission at or before 12 o'clock M., Saturday, August 26, 1933, the closing time for receipt of applications.

CIVIL SERVICE COMMISSIONERS:
HARRY K. WOLFF, President.
HOWARD M. McKINLEY,
WILLIAM P. McCABE.

Attest:
JAMES J. MAHER, Chief Examiner.

EXHIBIT B

CIVIL SERVICE COMMISSION OF SAN FRANCISCO

151 City Hall

EXAMINATION FOR POLICEMAN, CLASS Q-2

Part 3.—**Written Examination**—500 points.

To be held March 3, 1934

EXPLANATIONS AND INSTRUCTIONS

Read carefully and avoid possible loss of credits or rejection.

This will be a **silent examination.** Gong signals will be used to announce the beginning and the ending of the examination and of its various parts. No oral instructions or explanations will be given at the examination hall. **All explanations and instructions to be given are contained in this circular. Study them carefully.**

The examination will be held in the Polk Hall of The Exposition Auditorium, Grove Street at Polk Streets.

Applicants must appear promptly at the time named in the accompanying letter for admittance.

During the course of the examination no participant will be permitted, **for any reason,** to leave his seat, unless he first turns in his examination papers, and he then will be considered as having withdrawn from the examination. As there positively will be no exceptions made to this rule, **applicants are cautioned to attend to all their wants before entering the examination hall.**

No helps will be allowed during the course of the examination. Nothing will be permitted on the desks of the competitors except the examination booklets, pens, ink and blotters furnished by the Commission. Applicants may use their own fountain pens if such pens are supplied with ordinary black ink, or blue-black ink that dries black. If doubt exists about color of ink, use the pens and ink provided by the Commission. Use of lead pencils will not be permitted for any purpose.

Competitors caught cheating, or attempting to cheat, or violating any of these instructions, will be ejected and debarred from this and all future examinations. No questions should be asked the monitors, for no questions will be answered. No oral communication between competitors, or between competitors and monitors or examiners will be allowed during the course of the examination. **Talking or whispering to oneself must be avoided and the unnecessary movement of the lips as though in speech will be regarded with suspicion.** Applicants will find it profitable to give all of their time and attention to their own examination booklets.

Cases of ambiguity or other oversights which are the fault of the Commission will not be discussed at the examination, but must be reported in writing to the Commission within three days **after** the examination.

Persons wishing to enter the city's employ are expected to conduct themselves as gentlemen. Throwing ink on the floor from pens will damage the city's property. Expectorating on the floors of public buildings is unlawful. Smoking anywhere in the Auditorium will be prohibited; smokers should throw away their unfinished cigarettes or cigars before entering the building.

Applicants are especially requested to assist the Commission in the successful conduct of this examination by obeying its regulations and by setting a good example to their fellow competitors with regard to preserving order and silence during the examination.

The Written Examination will be comprised of the following tests, with values as shown: Arithmetic, 800 points; Word Knowledge, 500 points; Spelling, 400 points; Grammar and Punctuation, 500 points; Knowledge of the City, 400 points; Knowledge of Contents of the Civil Service Police Manual, 2000 points; Penmanship, 400 points.

Following is copy of the heading that will be used in the examination booklet for each of the seven (7) tests. A sample question for each test is also shown. Study

these headings and samples carefully, for it will help you to understand quickly what is required when you turn to each test in your examination booklet during the examination:

TEST 1 **ARITHMETIC** **800 POINTS**

Work as many examples as you can before the next gong signal, then turn to TEST 2. Do your figuring on the back of the preceding page. **Your answer must be written at the extreme right after the word "Answer." Examples need not be answered in their order. Only correct answers will be rated. ALL FRACTIONS IN ANSWERS MUST BE REDUCED TO LOWEST TERMS. BE CAREFUL NOT TO OMIT DECIMAL POINTS OR DOLLAR SIGNS.** The sample is properly answered.

Sample

A watch that loses ½ minute per day, loses how many seconds per hour?
Answer, 1¼.

TEST 2 **WORD KNOWLEDGE** **500 POINTS**

Directions: In each of the lists below, draw a line under the one word which means the opposite or most nearly the opposite of the top word in the list. Answer as many as you can until the next gong signal; then start on TEST 3. ANY EXAMPLE WHERE MORE THAN ONE WORD IS UNDERLINED WILL BE COUNTED AS INCORRECTLY ANSWERED. **Do not guess. Pass the examples you do not know. Each incorrect answer you give will cancel one correct answer.** The sample is properly answered.

Sample. HARD
hardy
smooth
soft
———
pliant

TEST 3 **SPELLING** **400 POINTS**

Directions: Some of the words below are correctly spelled and some are incorrectly spelled. If the word is correctly spelled, put a circle around R (meaning Right); if incorrectly spelled, put a circle around W (meaning Wrong). Answer as many as you can until the next gong signal, then turn to TEST 4. ANY WORD MARKED BOTH RIGHT AND WRONG WILL BE COUNTED AS INCORRECTLY ANSWERED. **Do not guess. Pass the words you do not know. Each incorrect answer you give will cancel one correct answer.** The two samples are properly answered.

Samples

W necessary. R corparation.

TEST 4 **GRAMMAR AND PUNCTUATION** **500 POINTS**

(Including Use of Hyphen and Capitals)

Directions: Some of the sentences below contain errors in grammar, some errors in punctuation (which includes the use of the hyphen and capitals), and some are wholly correct. If the sentence is correct put a circle around C. If the sentence contains a grammatical error put a circle around G. If the sentence contains an error in punctuation, hyphenation, or the use of capitals, put a circle around P. (THERE IS NO MORE THAN ONE MISTAKE IN A SENTENCE.) ANY SENTENCE IN WHICH MORE THAN ONE LETTER IS CIRCLED WILL BE COUNTED AS INCORRECTLY ANSWERED. **Do not guess. Pass the examples you do not know. Each incorrect answer you give will cancel one correct answer.** Answer as many as you can until the next gong signal, then turn to TEST 5. The three samples are properly answered.

Samples

C	G	P	He has went to the country.
C	G	P	he is the chief clerk in your department.
C	G	P	Did you say that it was he?

TEST 5 KNOWLEDGE OF THE CITY 400 POINTS

Directions: Some of the following statements are true and some are false. If the statement is true underline **TRUE.** If the statement is false, underline **FALSE.** Answer as many statements as you can before the next gong signal, then turn to TEST 6. Any statement where both **TRUE** and **FALSE** are underlined will be counted as incorrectly answered. **Do not guess. Pass the statements you do not know. Each incorrect answer you give will cancel one correct answer.** The two samples are properly answered.

Samples

1. TRUE FALSE Dolores Street begins at Market Street.
2. TRUE FALSE There is a car line on Montgomery Street.

TEST 6 KNOWLEDGE OF CONTENTS OF THE CIVIL SERVICE POLICE MANUAL 2000 POINTS

Directions: Some of the following statements are true and some are false. If the statement is true underline **TRUE.** If the statement is false, underline **FALSE.** Answer as many statements as you can before the next gong signal, then turn to TEST 7. Any statement where both **TRUE** and **FALSE** are underlined will be counted as incorrectly answered. **Do no guess. Pass the statements you do not know. Each incorrect answer you give will cancel one correct answer.** The two samples are properly answered.

Samples

TRUE FALSE Laws to punish felonies are described in the Penal Code.
TRUE FALSE Laws to punish misdemeanors are found only in city ordinances.
(Note—To find Test 7, turn over examination booklet.)

TEST 7 PENMANSHIP 400 POINTS

Directions: In the space at the left below, copy the following pledge, line for line, and word for word; and in the space at the right copy the four rows of figures as indicated. After you have copied the pledge once and the figures once, repeat in the same order and continue until the next gong signal; then put down your pen, fold your arms, sit back in your seat, and remain quiet while the monitors collect the examination booklets. (Speed, 160 points; Quality, 240 points).

Special Note: Following is the actual test that will be used in the examination:

I pledge allegiance to my flag,	0 1 2 3 4
and to the republic for which	0 1 2 3 4
it stands; one nation indivisible,	5 6 7 8 9
with liberty and justice for all.	5 6 7 8 9

Applicants are cautioned not to get discouraged should they succeed in performing only a small portion of the work given in the various tests and are advised not to stop during the examination, but to continue to the end and leave the rating of their work to the judgment of the Commission.

Each applicant will receive with this circular his credential or letter for admittance to the examination, which credential must be shown when entering the Exposition Auditorium. After applicants have been assigned to their seats, **silence should be maintained, and pens left untouched.**

The examination booklets then will be distributed face up. **Read the instructions printed on the face of the examination booklet, but do not touch the booklet or open it until the proper gong signal has been given.**

GONG SIGNALS. Follow the gong signals carefully. There will be three different kinds used, consisting of one ring, two rings and three rings. The signals **two** rings and **three** rings will be used only once each.

The first signal to be used will be **one** ring of the gong, and when this signal is given, take up pen and sign name and address on the inside of the **blue** identification sheet attached to the top cover of the examination booklet and then moisten the gummed edges of the **blue identification** sheet and seal it, as creased. **Then immediately turn over the top cover of the booklet and begin Test No. 1, Arithmetic. Do your figuring on the back of the preceding sheet. Be sure to put your answer after the word "Answer."**

The next six (6) signals will also each consist of **one** ring of the gong. As each of these single-stroke signals is given, immediately **stop** work on the test you are engaged on and **begin** the next following test.

At **two** successive rings of the gong, stop writing, then put down your pen, fold your arms, sit back in your seat, and remain quiet while the monitors collect the examination booklets. (To avoid loss, candidates using fountain pens should now put them in their pockets).

At **three** successive rings of the gong quickly but **silently** pass out of the building, using the exits at the Polk Street side of the building.

The gong signals will govern the beginning time and the ending time for each of the seven tests, but the approximate time and number of pages for each test will be as follows: Arithmetic, 1 page, 15 minutes; Word Knowledge, 1 page, 3 minutes; Spelling, 1 page, 2½ minutes; Grammar and Punctuation, 1 page, 2½ minutes; Knowledge of the City, 1 page, 2½ minutes; Knowledge of Contents of Civil Service Police Manual, 5 pages or 100 questions, 12½ minutes; Penmanship, 1 page, 5 minutes.

Do not forget the request of the Commission to assist it in the orderly conduct of the examination.

CIVIL SERVICE COMMISSIONERS:

HARRY K. WOLFF, President;
DR. HOWARD M. McKINLEY;
WILLIAM P. McCABE.

Attest:

JAMES J. MAHER,
Secretary and Chief Examiner.